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MANUAL

FOR

Child Accounting

AND

Pupil Personnel Work

IN PENNSYLVANIA

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BULLETIN 71

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COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF PUBLIC INSTRUCTION
HARRISBURG

DOCUMENTS SECTION

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MANUAL

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AND

PUPIL PERSONNEL WORK

IN PENNSYLVANIA

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1953

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COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF PUBLIC INSTRUCTION
HARRISBURG

FOREWORD

THE purpose of this bulletin is to bring together two previously issued bulletins in common use during recent years, under the titles, *Home and School Visitor,* Bulletin 72, and *A Digest of Laws and Regulations Pertaining to School Attendance and the Employment of Minors,* Bulletin 71.

Each of these publications had a definite objective of service, yet a certain amount of duplication could not be avoided. In this revised form, repetition of content has been reduced to the minimum, and such changes have been made in the various regulations as will most nearly reflect current thought and procedure.

Special attention is called to the organization of subject matter under the two major areas of service, namely, (1) child accounting, which has to do with school attendance problems; and (2) child adjustment, which is in the nature of a guidance service covering the whole program of home and school visitation and counsel, the administration of the school health regulations, and the treatment of the problems of the handicapped and the maladjusted.

This manual, therefore, aims to provide professional assistance to teachers, school officials, and others in their efforts to administer legislative enactments and regulations of the Department of Public Instruction, and to interpret community standards in terms of modern social practice.

Since modern government touches the lives of children at so many points, the services and relationships of certain other departments of the State Government to the schools have been correlated with the text matter at appropriate places.

This bulletin was prepared by Jonas E. Wagner, Adviser in Research and Statistics, and Robert C. Wilson, Adviser in Child Accounting, under the general direction of E. A. Quackenbush, Director, Bureau of School Administration, and under the immediate supervision of Carl D. Morneweck, Chief, Division of Child Accounting and Research.

This bulletin has been edited by Rachel S. Turner, Editor for the Department of Public Instruction.

Francis B. Haas

November, 1952 *Superintendent of Public Instruction*

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LESTER N. MYER, *Chief* ..... Special Education
RAYMOND W. ROBINSON, *Chief* ..... Consolidation and Transportation

Department of Health

J. MOORE CAMPBELL, M. D., *Director* ..... Bureau of Health Conservation
LINWOOD G. GRACE, D. D. S., *Director* ..... Dental Bureau
GEORGE E. GREENWOOD, *Director* ..... Bureau of Vital Statistics

Department of Labor and Industry

MRS. MARY RICE MORROW, *Director,*
Bureau of Women and Children and Hours and Minimum Wages
MRS. ANNA P. REID, *Research Assistant* ..... Minors' Accident Division

Department of Public Assistance

ROBERT P. WRAY, *Deputy Secretary*

Department of Welfare

GEORGE H. BLACK, *Chief* ..... Family and Child Welfare
MRS. MARGARET M. DORSEY, *Chief* ..... Homes and Hospitals

DAVID H. PORTER, *Director* ..... Pupil Accounting and Child Guidance,
Harrisburg Public Schools

We acknowledge with thanks the several cuts from the Board of Education of the City of Pittsburgh and from the Board of School Directors of the City of Harrisburg, illustrating typical services rendered throughout the Commonwealth by home and school visitors and others engaged in school attendance work.

Mrs. Ethel Rolston, Publications Division, has done editorial work on the manuscript.

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Division of Child Accounting and Research

Carl D. Morneweck, *Chief* ..... Child Accounting and Research
J. Mahon Bonebrake, *Adviser* ..... Research and Statistics
Jonas E. Wagner, *Adviser* ..... Research and Statistics
Robert C. Wilson, *Adviser* ..... Child Accounting

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MANUAL FOR CHILD ACCOUNTING AND PUPIL PERSONNEL WORK IN PENNSYLVANIA

Part I

CHILD ACCOUNTING

Attendance Service

IT HAS been well said that the formal education of a child involves two fundamental factors, namely: (a) securing his attendance at school; (b) providing the proper educational opportunities for him while at school.

It is the duty of the State, therefore, to require that every educable child within its jurisdiction shall receive at least an elementary- and secondary-school education in so far as such a level may be attained. Such a dictum contemplates acceptance on the part of the public of the responsibility to provide adequate educational facilities in order that every child, as far as possible, may become an intelligent and law-abiding citizen, may be intellectually equipped to enjoy an enriched living, and may be prepared to earn a livelihood for himself and for those who may be dependent upon him. If the parent will not insist that the child take advantage of the free educational opportunities offered, it becomes the duty of the State to require that this be done. The parent who allows his child to grow to manhood or womanhood without at least a public school education or its equivalent is doing the child a great wrong. It is important, therefore, that the child receive his educational birthright so that a democratic government may be assured of a population sufficiently well educated to appreciate the responsibilities of citizenship and able to assume these responsibilities intelligently. It is to secure these ends that laws are enacted in all states to require school attendance.

Section 1.

THE SCHOOL CENSUS

Educational and Administrative Values

An accurate and complete census of the children of school age in each school district in Pennsylvania is essential to the administration of an efficient system of schools. This is as true for the remote township in a mountainous region as it is for the state as a whole. No system of child accounting is complete unless its structure is built on a foundation of careful counting of all children who come within the limits set by law. This is no simple responsibility. The taking of the annual census of boys and girls of school age should be regarded by a board of school directors as one of its most exacting duties. On the accuracy of the count depend the size of the potential school load and the basis for determining whether or not the district is discharging its responsibility according to law. It follows, therefore, that boards of directors should exercise every care in the selection of census enumerators. The law implies that officials shall possess reasonable intelligence and requires that the enumeration be made at the residence of the child. When enumerators are carefully selected, and the directions are followed as outlined in Form PICA-1C, the "Enumeration of Children," the basis for a complete system of child accounting is assured.

Purpose of the Census

Eight important reasons for conducting the school census follow:

1. It is required by law.
2. It serves as a check to ascertain that children of school age are in public school, or private school, or are privately tutored.
3. It is the only source of information regarding the number of persons at various age levels.
4. It is the Department's means of obtaining the number of minors attending private sectarian and nonsectarian schools.
5. It is a valuable tool to locate handicapped pupils who require special educational facilities.
6. It is a source to locate minors who are residents of the school district but live outside such district—including those in health, charitable, and correctional institutions, and those employed outside the district.
7. It is used as a basis for estimating population between decades by the State Planning Board on a State-wide basis.
8. It is utilized to ascertain the cost of proposed educational programs or legislation.

It must also be borne in mind that this census includes all children within the age levels designated by law. It includes, therefore, not only the children attending public schools but also those who express an intent to attend private schools. It also includes minors who have graduated from the twelfth grade of accredited senior high schools; those holding general employment certificates; those who drop out of school after having attained the age of seventeen; those who are deaf, blind, or crippled, and properly exempted from school; those who are in orphanages and other homes of a similar nature; and those in State health and welfare institutions, such as tuberculosis sanitariums and institutions for the mentally deficient.

Enumeration of Children

1. Procedure

Under Section 1351 of the School Laws of Pennsylvania the board of public education in school districts of the first class where an adequate continuing school census is maintained, shall enumerate all children between six and eighteen between March 1 and September 1, once in three years, beginning in 1951. The board of school directors in every school district of the second, third, and fourth class in the Commonwealth each year, shall enumerate all children between the ages of six and eighteen years between March 1 and September 1. The board has authority to have the census include all minors. The census is to be taken by attendance officers, teachers, home and school visitors, or others employed for such purpose. The information thus secured may be recorded on census cards provided by the district, or in a substantial book, "Enumeration of Children," Form PICA-1C, provided by the Superintendent of Public Instruction at the expense of the State. The enumeration is to include a record of the full name of each child, date of birth, age, sex, nationality, place of residence in the district, name and address of parent or person in parental relation, the name and location of the school where the child is enrolled or belongs, and the name and address of the employer of any child under eighteen years of age who may be engaged in any regular employment or service. It is also a legal requirement that the census shall be taken at the residence of the child and each enumerator is to make an oath or affirmation as to the correctness of the registration. The board of school directors has the authority, also, to enumerate all minors residing within

the district, and the Superintendent of Public Instruction may, at his discretion, require such enumeration.

Under present policy, the enumeration is thus set at five to seventeen years, inclusive, with the suggestion that where feasible, the school census should include all minors.

In brief, then, the factors of an adequate census of school children will include the following information, all of which is covered in the school law just referred to or is recorded according to the Code in the book, "Enumeration of Children,"—Form PICA-1C:

a. Number and sex of children living in the district
b. Residence of the children
c. Who are responsible for them
d. When they are of compulsory school age
e. How many will be in the public schools
f. How many will be in private schools
g. How many will not be in any school
h. Reasons for being out of school:

(1) Employed on an employment certificate or permit
(2) Seventeen years of age or over
(3) Graduated from an accredited senior high school or its equivalent
(4) In institutions
(5) Excused for mental or physical handicaps
(6) Have home instruction approved by proper county or district superintendent

Reference to the "Enumeration of Children" Form indicates that full provision has been made to record all of the information listed above. Particular attention is directed to the column on each census page of the book under the caption of "Code." This Code provides the information so essential to making out the summary covering the distribution of pupils. Its explanation is found at the end of the book. By law, this summary must be made out by the person taking the school census. It is not difficult to account for all children coming within the scope of the census. It is important, also, to examine closely the page in the book entitled "Industrial Plants Employing Minors Under Eighteen Years of Age," as well as the page for listing the names of private and parochial schools in which certain children may become enrolled. Enumerators should sense also the need of assembling accurate information in the "Enumeration of Children," Form PICA-1C, since it becomes the basis for the preparation by the

secretary of the board of school directors of Form PICA-2C, known as the "Assignment of Children." This is a sheet furnished to the principal or teacher of each school at or before the opening of each term, on which is contained a correct list of the names and residences of all children assigned to such school. Finally, Form PICA-3C, which is the "Summary of Enumeration of Children," shall be forwarded by each secretary of the board of school directors on or before October 1 to the county or district superintendent of schools who in turn transmits it to the Department of Public Instruction on or before November 1 of each year—**[1352].**[1]

2. Hindrance of Officer, Teacher, etc.

Any person who prevents or attempts to prevent an attendance officer, teacher, or any other person from taking the census of children shall upon conviction before the proper authority pay a fine not exceeding five dollars or suffer imprisonment not to exceed five days—**[1351].**

3. Cost of Enumeration

The cost of taking the census of children shall be paid out of the funds of the school district. The method of payment shall be determined by the board of school directors. It is provided further that an attendance officer, superintendent of schools, supervising principal, or secretary of the board of school directors, has the power to add to the enumeration, names of such persons living in the district and not appearing on the list—**[1353].**

4. Some Suggestions

The school census being what it is, namely, the original record of the potential school load in a district, great care should be exercised to secure accurate and complete information at the source, and then to carry the same standards into the summarization of all local and state reports. The following suggestions will be helpful in the preparation of a reliable census record:

a. Enumerators should familiarize themselves with the law and all instructions governing the taking of a school census before undertaking the work.
b. Information in general should be secured from the families of registrants.

[1] Numbers in brackets refer to the appropriate sections in the **School Laws of Pennsylvania, 1951.**

c. Birth records should be recorded with care.
d. Children in institutions should not be enumerated unless there is no home in the district of former residence in which they may be registered. In the great majority of cases, institutional children will be enumerated in their home district.
e. All summary reports should be checked and rechecked.

The Census Enrollment Book as a Record

The Census Enrollment Book becomes an original record to determine:

1. Possible Private School Enrollments

The census enrollment book entitled "Enumeration of Children" provides two columns on each page which will identify the children who ordinarily attend private schools. The one column indicates the names of the schools in which the pupils will be enrolled or their destination and the other designates the code under which they will be listed. For example, if James Edwin Coxe attends a parochial school in a certain community, he may be listed as enrolled in St. Joseph's Parochial School, and the code is 4, which means he is attending a private sectarian school.

2. Children with Mental and Physical Handicaps

The school census becomes the original record of children in the district who are so mentally or physically handicapped as to require special provision. This group includes boys and girls found by approved mental clinics and properly certificated public school psychologists to be unable to profit from further school attendance, and those found by public school physicians to have such physical handicaps as to prevent their school attendance. Children thus reported include such cases as those having an extreme crippling condition, those having heart conditions, and those out of school for serious mental retardation; in brief, those registered for home instruction or those who are in special classes.

3. Children in Institutions

It is mandatory on the part of parents or guardians of children of compulsory school age, who are deaf or blind, or so crippled, or whose hearing or vision is so defective as to make impracticable their attendance in the public schools, to allow them to be sent to a school

where proper provision is made for the education of such children, or to assume the expense to have them placed under a legally certified private tutor—**[1328].**

A great many school districts have children who are inmates of health and welfare institutions. These institutions include schools for the blind and deaf, as well as orthopedic hospitals; sanatoriums; orphanages and homes; and penal and correctional agencies. It is obvious that all such children should be carefully registered in the census book in order that the proper information may be available when the assignment lists are prepared. This record also becomes basic when tuition charges **[1328]** are submitted by institutions and agencies for services rendered.

The Continuing Census

Pennsylvania school districts have in general a modified continuing school census in that the law requires an enumeration of children of school age to be taken in all districts but those of the first class by an actual head count once each year. But the plan is far from complete. While it has value and in many ways serves the purposes for which it was created, it fails to provide the continuity of exactly the same type of information that is so essential to record year by year the school-age history of each child. This weakness can be obviated to a great degree by establishing a plan involving an uninterrupted and constant individual record of every child of school age.

A continuing school census contemplates the securing of essential information bearing on the school-age period of every child in a community, during a certain legal period, and that such information be kept current.

The form on pages 8-9 has been developed from suggestions received from a number of school systems in which a continuous school census is in operation. All other records lead up to this one. An attempt has been made to embody important features in this card that are most frequently found in such forms. These features include, essentially, provision for such information as:

1. Name, sex, race, date of birth, and vaccination record of the child
2. Names of parents or guardian, and occupation
3. Address or addresses of child
4. Schools attended
5. Grade in school
6. Graduation record
7. Reason for not being in school

SUGGESTED FORM FOR A CONTINUING CENSUS CARD

SCHOOL DISTRICT COUNTY

NAME	SEX		RACE			DATE OF BIRTH			EVIDENCE OF AGE					
	M	F	W	B	O	Month	Day	Year	Birth Cert.		Passport		Other Documents	
Last First Middle									Bapt. Cert.		Affidavit			

FATHER (If deceased, check .....)	MOTHER (If deceased, check .....)	GUARDIAN (If any)
Name	Name	Name .....
Address	Address	Address .....
Occupation	Occupation	Occupation .....
Place Employed	Place Employed	Place Employed .....

PLACE OF BIRTH (COUNTRY)

Father Mother Child

CHILD LIVES WITH (Check)

Both Parents ( ) Father ( ) Mother ( ) Other Person (Indicate) .....

REMARKS

Date of Successful Vaccination

CONTINUING CENSUS RECORD—Enumerator's Card OVER

See next page for reverse of Continuing Census Card

Prepared by: Division of Child Accounting and Research, Bureau of School Administration, Department of Public Instruction

REVERSE OF CONTINUING CENSUS CARD—Continued

ENUMERATION		Address of Pupil (Indicate Street and Number)	PUBLIC OR PRIVATE SCHOOL WHERE PUPIL ENROLLS OR BELONGS. (If pupil is not enrolled, give reasons based on Code given in next column)		CODE
Year	Month		Name	Location	

CODE FOR ALL CHILDREN 0-20 YEARS OF AGE

1. Public Elementary School
2. Public Secondary School
3. Private nonsectarian school (Give Name)
4. Private sectarian (parochial) school (Give Name)
5. Graduated from a secondary school
6. Holds general employment certificate
7. Became 17 and dropped out of school during the term
8. Extra-school children
   - $8A_1$ School for the Blind, Overbrook, Philadelphia
   - $8A_2$ Western Pennsylvania School for the Blind, Pittsburgh
   - $8A_3$ Other schools for the blind (Give Name)
   - $8A_4$ Blind but not attending school
   - $8B_1$ State Oral School for the Deaf, Scranton
   - $8B_2$ School for the Deaf, Mt. Airy, Philadelphia
   - $8B_3$ School for the Deaf, Edgewood, Pittsburgh
   - $8B_4$ Other schools for the deaf (Give Name)
   - $8B_5$ Deaf but not attending school
   - $8C_1$ At home—with approved home teaching
   - $8C_2$ At home with crippling condition—with no approved home teaching
   - 8D Physical handicaps other than crippling condition—with no approved home teaching
   - 8E Excluded from the public schools, according to State Council of Education regulations, on the grounds of extreme mental retardation
   - 8F Excused from the public schools, according to State Council of Education regulations, on the grounds of being unable to profit from further attendance
   - 8G Postponement of admission to or continuance in grade one under the regulations of the State Council of Education if mental age is less than five years as determined by the county supervisor of special education or a properly certificated public school psychologist
9. In an orphanage or children's home and taught by public school teachers (Children should be charged to the district from which they came into the institution unless they become permanent residents of the institution, in which case they should be charged to the district in which the institution is located)
10. In a state welfare institution (Give Name)
11. Five years of age and too young to enter school

The card is planned to cover the school life of the child. It is intended to include much essential information that needs to be permanently preserved to cover the census period of the child. Superintendents may prefer not to include additional records on this particular card. Its scope contemplates periodic addition in accordance with any change occurring in the school life of the child during the period covered.

Such a type of enumeration contemplates the use of many kinds of aids to keep the records correct as well as continuous. Various kinds of checks should be used. A good transfer system within the district is essential. The same applies to dismissal notices. These precautions apply of course to pupils enrolled in a system. For children who do not enroll, as well as for those who do, further devices are necessary. Such devices may include regular reports from attendance officials, home and school visitors, moving and storage companies, police officials, mail delivery employes; notices in the local press, making school children responsible for reporting changes of residence in a single block; and reports from other agencies of a similar type.

The success of such a census depends to a great degree on the use teachers and principals make of the records covering admissions, transfers, changes of address, and discharges of pupils. Changes are constantly taking place as children come within the scope of the law or pass beyond its reach. Vigilance should also be exercised in bringing back to school minors who are absent in violation of the law.

Section 2.

CHILDREN ENTITLED TO ATTEND PUBLIC SCHOOL

Residents of the District

Every child between the ages of five years and seven months before September 1 and twenty-one years who is a resident of any school district in Pennsylvania, may attend the public schools in that district **[1301 and 1304].**

A child shall be considered a resident of the school district in which his parents or the guardian of his person resides. If a resident of a district keeps a child in his home, who is of school age and not his own, the child shall be entitled to all free school privileges that are granted to children who are residents of the district. This privilege extends through the high school and, if the district does not maintain a high school, the child may attend a high school in another school district

in accordance with the provisions of the law governing the admission of nonresident pupils **[1302].** Before extending school facilities to a child, who is not an immediate member of a family in a school district, the board of school directors of the district may require the person giving shelter to such child to file a sworn statement with the secretary of the board, certifying that

1. He is a resident of the district.
2. He is supporting the child gratis.
3. He will assume for the child all personal obligations related to school requirements.
4. He intends to keep the child throughout the year, and not during the school term only.

Nonresidents of the District

There are two additional types of children living in school districts who have no claim as native residents, but are entitled to the privileges of public schools, unless such privileges entail an expense to the district in excess of the State reimbursement for their tuition or involve additional facilities for transportation. The one group consists of children placed in the home of a resident of the district by the court, by an agency, or by an institution; the other group consists of children who are inmates of an institution located in the district. In the first instance support comes through tuition charges paid by the State, while in the second instance tuition is chargeable to the district of the child's residence. In either case such charge is optional.

1. Children Placed in Home of Resident by Court or Approved Welfare Agencies

A certain number of children each year come under the jurisdiction of the Juvenile Courts or are sponsored by welfare agencies interested in their rearing and education. Those coming under the courts are usually of the delinquent type, while those engaging the interest of welfare organizations are usually in need of financial aid or home care. In both cases, the solution of the problem frequently is found by placing such children in good private homes, particularly those located in rural environment.

When a nonresident child of this type is placed in the home of a resident of a school district by order of a court or through an arrangement with an agency having care over neglected and dependent children, and the resident is compensated for such service, the child, if of school age, may enjoy the same school privileges as any resident child

of the district. It is provided, however, that a school district may not have to furnish school facilities if doing so involves additional means for transportation or the expense is greater than the amount of reimbursement due the district by the State. The State is required to reimburse the district for the education of such children to an amount not exceeding the actual average cost of tuition, textbooks, and supplies for children of the district in similar grades **[1302, 1305].** Application for such reimbursement is made on Form PIBB-35, furnished by the Division of School Business, Department of Public Instruction.

Before accepting custody of a nonresident child of school age by order of a court or by arrangement with a welfare agency, a resident of a school district must secure from the superintendent of schools, supervising principal, or board of school directors a statement in writing that the school district can or cannot furnish the school facilities necessary to take care of the increased load. If the statement is not furnished within two weeks after the request is made in writing, the board's assent is to be assumed and the child is to be admitted to the full school facilities of the district.

2. Inmates of Orphanages and Homes

The primary responsibility for the rearing of children resides in the family. If this unit of society disintegrates through death or the removal of parental care in one form or another, social service agencies and kindred organizations interested in children's needs have made such needs one of the main objectives of their welfare work. To this end a system of homes, orphanages, and other institutions of a similar character have been established throughout Pennsylvania. While these agencies assume primary concern for the general welfare of the children, it has remained for the Commonwealth to assist in bringing educational advantages to these children. Sections 1306-09 of the School Laws outline the legal procedure.

The board of school directors in any school district in which an orphanage, home for the friendless, children's home, or other institution for the care or the education of orphans or other children is located, shall permit such children who are not legal residents of the district to attend the public schools of the district. Tuition may or may not be charged according to the discretion of the board of school directors. If tuition is charged, Form PIBB-36, Form PIBB-37, and Form PIBB-38 used in connection with tuition may be secured from the Division of School Business, Department of Public Instruction.

3. County Institutions for Dependent Children

In all counties but those of the second class the County Institution District Law gives to county commissioners, acting as local authorities of the County Institution District, the power and duty to place in institutions or homes for children all dependent children who are in or committed to their charge, and whose placement and care are not otherwise provided by law. Local school districts are to contribute moneys to the county to pay all or part of the county cost of maintaining children in institutions and homes for children. Children thus provided for are ordinarily those who have been removed from the care of their parents because they were not receiving proper attention. In practice, the county commissioners usually arrange with some local welfare agency to place the children—**[1307-08].**

4. Pupils to and from Adjacent State

A board of school directors in Pennsylvania may admit pupils to the public schools of the district coming from an adjacent state and may receive tuition as in the case of pupils from other districts within the Commonwealth; similarly, it may assign pupils to another state if consent is obtained and certain conditions are fulfilled—**[1315].**

5. Migratory Children

The term "migratory child," as used in this bulletin, refers to any child domiciled temporarily in any school district in Pennsylvania for the purpose of seasonal employment, but not acquiring an actual residence in such district. The compulsory school attendance law applies to migratory children in the same manner as it does to resident children. The expense incident to the education of such children is a responsibility of the school district in which the children are temporarily domiciled—**[1326-1327].**

Vaccination Requirement

The law requires that all school directors, superintendents, principals, or other persons in charge of any public, private, parochial, or other school, refuse admission of any child to any school under their supervision, without the presentation of a certificate signed by a physician certifying to a successful vaccination—**[1303].**

The rules and regulations of the State Department of Health will countenance the admission to school of a child during the ten- to fifteen-day period which must elapse between the vaccination and the issuance of a certificate of successful vaccination.

When a child has been vaccinated unsuccessfully two or more times within the current school year, before the child may be admitted to school, he or she shall be revaccinated officially, free of charge, by the school medical inspector, or the authorized school physician, or the county medical director. If a successful result cannot be obtained, an Official Temporary Certificate, Form 75-A, will be issued which will permit admission to school for the current year only.

After two or more unsuccessful attempts to vaccinate any school child, the Secretary of the State Department of Health may authorize the issuance to such child of a Certificate of Immunity to Vaccination whenever revaccination performed by the agent of the Secretary of Health deputized for the purpose produces in the child the characteristic reaction of immunity. Such Certificate of Immunity shall relieve the child from any further attempts to secure successful vaccination and shall be evidence of full and final compliance with the vaccination law and regulations, and the fact of immunity to vaccination shall be entered upon the pupil's Health Record Card.

When it is claimed by the family physician that the physical condition of a child contraindicates vaccination, the child, in school districts of the first and second class, shall be referred to the official physician of the City Bureau of Health, who shall carefully examine the child and decide whether physical unfitness for vaccination exists. If the examining official finds a marked physical condition contraindicating vaccination an Official Temporary Certificate of Disability (Form 75-DX), conspicuously marked "Good for Current School Year Only" shall be issued by the official, authorizing the admission of the child to school for the current school year; otherwise the child shall be excluded from school until vaccinated.

In school districts of the third and fourth class such child shall be referred to the school inspector or the authorized school physician for the district, who shall make a careful examination and shall report the result of his examination to the county medical director of the State Department of Health on Form 75-C. The county medical director may examine the child if further examination seems advisable and if his examination or the school medical inspector's report discloses a marked physical condition contraindicating vaccination, a county medical director's Temporary Certificate of Disability (Form 75-D), conspicuously marked "Good for Current School Year Only," shall be issued authorizing the admission of the child to school for the

current school year. If the report or personal examination does not indicate a marked physical condition contraindicating vaccination, the county medical director shall require exclusion from school until the child has been vaccinated.

Before being admitted to school the following year children holding Temporary Certificates of Disability shall be vaccinated or present new Temporary Certificates of Disability.

The county medical director's Temporary Certificate of Disability, Form 75-D, is the only certificate of disability legally recognized for admission to school in school districts of the third and fourth class. Certificates of disability issued by the family physician or the school medical inspector are not legal.

Under the provisions of Act 16 of June 6, 1951, the term Medical Examiner[1] may be either a physician legally qualified to practice medicine or surgery, or one legally qualified to practice osteopathy or osteopathic surgery within the Commonwealth.

The medical inspection and examination of school children shall include an examination for vaccination scars.

A pupil excluded because unvaccinated or vaccinated unsuccessfully and not returning a preliminary certificate of vaccination must be reported to the attendance officer, if the child is within the provisions of the compulsory school attendance law.

Principals and teachers shall keep a permanent record of vaccination certificates on the pupil's Health Record Card supplied by the Department of Health, entering thereon the name of the child, date of successful vaccination, and the name of the vaccinating physician.

Beginners

A beginner is any child who enters the lowest grade of the primary school or the lowest primary class above the kindergarten level—**[1304].**

Act 312, passed by the 1951 session of the General Assembly, amended a portion of Section 1304 to read, as follows:

> The admission of beginners to the public schools shall be confined to the first two weeks of the annual school term in districts operating on an annual promotion basis, and to the first two weeks of either the first or the second semester of the school term in districts operating on a semiannual promotion basis. Admission shall be limited to beginners who have attained the age of

[1] The term Medical Examiner may apply to the school physician, the county medical director, or the school medical inspector.

five years and seven months before the first day of September if they are to be admitted in the fall, and to those who have attained the age of five years and seven months before the first day of February if they are to be admitted at the beginning of the second semester. A beginner who is less than five years and seven months of age but who has attained a mental age of six years, may be admitted when such admission is recommended by the county supervisor of special education or by a properly certificated public school psychologist. The school may refuse to accept or retain beginners who have not attained a mental age of five years as determined by the county supervisor of special education, or a properly certificated public school psychologist, in accordance with rules and regulations established by the State Council of Education.

Once a beginner is admitted to school, he then falls within the provisions of the compulsory school attendance law and attendance records should be maintained for such pupils in the usual manner.

Admission to Kindergartens

In districts offering one year of kindergarten work only, in order to avoid difficulty, it would seem to be a sound procedure to have children admitted to the kindergarten not more than one year younger than they will be at the corresponding period of admission to the lowest primary grade or lowest primary class above kindergarten level.

No Distinction as to Race and Color

No school official, be he school director, superintendent of schools, or teacher, may make any distinction whatsoever on account of, or by reason of, the race or color of a child in attendance or seeking admission to the public schools of Pennsylvania—**[1310].**

Incorrigible Children

Any child of compulsory school age who cannot be kept in school on account of incorrigibility, truancy, insubordination, or other bad conduct or whose presence is detrimental to the welfare of a public school, may be proceeded against before a juvenile court or otherwise by the board of school directors—**[1338].** Inasmuch as this provision of the school law does not cover the entire compulsory school age, boards of school directors should rely on the juvenile courts to handle cases involving minors up to the age of eighteen years.

Education of Certain Blind Children

Blind children under eight years of age shall be educated at the expense of the State if their parents are unable to do so. The period of

education may be extended beyond eight years when physical, mental, or other proper reasons justify such a course—**[1380].**

Pupils Less than Six or More than Twenty-one

A board of school directors may admit persons less than six years of age, or more than twenty-one years of age, to special or vocational schools or departments, if such are deemed suitable—**[1925].**

Section 3.
ADMINISTRATION OF SCHOOL ATTENDANCE

There are two major factors involved in the successful administration of a system of school attendance service. The first is concerned with a definite statement of what children are to be enrolled in school and what children are to be excused from school; the second has to do with the relative responsibilities that should be assumed by parents, teachers, attendance officials, and boards of school directors in carrying out the purposes of the law which governs such attendance. Fortunately, the law and the State regulations clarify the first factor. These are found in the School Attendance Register, Form PICA-4, a copy of which is in possession of every teacher in the State who keeps attendance records. The conditions that control the second factor are not so simple, yet when law, tradition, and good judgment guide the various agencies in their efforts to administer the system, there should be no difficulty in developing a spirit of cooperation among all whose duties are described in what follows.

WHO ARE TO BE ENROLLED?

In order that the method of recording attendance data in the schools of the Commonwealth may be uniform, the following regulations must be observed:

The teacher's register of pupils belonging to the school, known as the SCHOOL ATTENDANCE REGISTER, shall contain the names of all children assigned by the school directors to the school from the enumeration list at the beginning of the term, and such additions as may be made during the term. No child shall be counted as not belonging to the school unless, on proper investigation by the proper school official, it shall be found that the child

1—Is enrolled in another public school
2—Is enrolled in a nonpublic school
3—Moved from the district

4—Quit school after passing the required attendance age of seventeen years
5—Is legally employed and holds a working certificate
6—Holds a certificate of graduation from an accredited secondary school of the twelfth-grade level
7—Is deceased
8—Is physically incapacitated and recommended for exemption from school attendance by the medical examiner on State Health Department Form 98 and excused by the board of school directors
9—Is mentally incapacitated and recommended for exemption from school attendance by an approved mental examiner, or certificated public school psychologist on Department of Public Instruction forms and excused by the board of school directors
10—Is under eight years of age and does not enter school, or there is postponement of admission or continuance in grade one under the regulations of the State Council of Education, if mental age is less than five years as determined by the county supervisor of special education or a properly certificated public school psychologist

DUTIES AND PROCEDURES AFFECTING NONRESIDENT PUPILS

Procedures with Assignment of Children and Attendance Reports

Duties of School District of Residence

Even though minors will attend school in a district other than the district of residence, the names of such pupils shall be on the "Assignment of Children" list, Form PICA-2C, in the home district, with notation that they will attend a public school outside the district. In this way the minor can be properly accounted for in Item 20 of the Teacher's Annual Attendance Report, Form PICA-10.

An Assignment of Children list containing the names of all pupils assigned to the receiving district shall be forwarded before the opening of school to the receiving district.

Duties of the Receiving District

The receiving district shall within three days notify the sending district of the names of all the pupils enrolled from the sending district; also, the names of the minors on the Assignment of Children list who did not enroll—**[1332].**

Procedures in Connection with Withdrawal and Illegal Absence

Duties of the Receiving District

The receiving district shall notify the sending district at once of the name and date of withdrawal of any pupil who is a resident of the sending district.

In case of illegal absence, the receiving district shall notify the sending district promptly, as soon as three days of illegal absence or their equivalent has occurred, and shall notify the sending district immediately with respect to any subsequent sessions or their equivalent of illegal absence on the part of pupils from such sending district.

Duties of the District of Residence

When the sending district issues a general employment certificate, the receiving district should be notified immediately concerning the date such certificate became active so that the minor, if of compulsory school age, may be placed on the inactive roll. When a farm or domestic service permit is to be issued, the preliminary information relative to the grade in school must be supplied by the teacher or principal where the minor attends school. If the permit is issued, the sending district should notify the principal or teacher in the receiving district of the type of permit which was issued and the date of issuance.

The sending district shall take the necessary steps in connection with first and second offenses and shall promptly notify the receiving district of the date and outcome of such action.

COOPERATION OF PARENTS, TEACHERS, AND SCHOOL OFFICIALS

Duties of Parents

Parents shall

1—Have a child vaccinated before the child may enter school. Noncompliance with the vaccination law is not a lawful excuse for a child's not attending school.

2—Send a child between eight and seventeen years of age to a day school in which the common English branches are taught. (Every child between five years and seven months before September 1 and the age of twenty-one who is a resident of this Commonwealth is entitled to a free education in the public schools of the Commonwealth. A child is considered a resident of the district in which his parents reside or in which the person acting in the place of a parent or the guardian of his person resides.)

3—Require a child to attend school *continuously* throughout the entire term.

4—Furnish a satisfactory written explanation for the absence of a child. *A legal excuse is the parent's only protection from arrest.* In case of arrest, the burden of proof is upon the parent to show that the absence of the child was properly excused by the teacher or the board of school directors. In case of chronic irregular absence, school authorities may request a physician's certificate showing such absence to be justifiable.

Culpability for Violations

Parents shall

1—Receive a written notice as soon as the child is absent three days, or the equivalent, without lawful excuse. Repeated unexcused absences when equivalent to three days' absence constitutes a violation of the law.

2—Receive three days' notice but *once* during the term if the parent has been guilty of a violation of the Compulsory Attendance Law. After such notice is given once the parent shall be subject to immediate arrest if, after the child returns to school or after the expiration of the three calendar days following the serving of the written notice, the child is again absent even for a single session without lawful excuse.

Duties of Teachers

The teacher shall

1—Cooperate in every possible way with the home and school visitor, attendance officer, principal, and county or district superintendent.

2—When school opens, compare the assignment list with the enrollment list and report all pupils of compulsory school age not in attendance, and all pupils not enumerated but enrolled, to the superintendent, principal, or secretary of the board of school directors.

3—Require a written explanation with the reason stated for all tardiness and absence. The teacher shall be the judge of the lawfulness of an excuse for *temporary* absence on account of mental, physical, or other urgent reasons. The term "urgent reasons," however, shall be *strictly construed* and shall not permit irregular attendance.

4—Report promptly to home and school visitor, attendance officer, superintendent, supervising principal, or secretary, the names of all pupils who have been absent three days or their equivalent, without lawful excuse. *This means the aggregate of three days during the term and does not necessarily mean three consecutive days.* The teacher shall also report promptly each subsequent unlawful absence.

5—Report to the proper authority the withdrawal from any school of any pupil during the term and, when possible, give the reason for the withdrawal.

6—Forward to superintendent, supervising principal, or secretary of the board of school directors of the district where a child will attend, a State transfer card (Form PICA-23-TC) for each pupil who moves from the district. If the proper official and his address cannot be determined, the card shall be sent to the Department of Public Instruction, Harrisburg, Pennsylvania. Every district should use local transfer cards to account for transfers *within* the district.

7—Count as not belonging only those pupils who are permanently excused for reasons mentioned on page 38 of this bulletin. Teachers shall consider pupils as belonging to the school even though they may be absent temporarily on account of illness.

8—In school districts of the second, third, and fourth class, submit within five days after the close of each school month, to the superintendent, principal, or secretary of the board of school directors, on Form PICA-7, found in the SCHOOL ATTENDANCE REGISTER provided by the Department of Public Instruction, a monthly report of the attendance of all pupils. *No teacher shall be paid more than one-half of his salary for the current month until the monthly attendance reports have been forwarded to the appropriate principal or superintendent.* Any school principal may make such report for the entire school—**[1534].**

9—Keep all attendance data easily available at the school at all times for inspection by the superintendent or State supervisor.

10—Excuse absence for such reasons as the following: Sickness of the child, death in the immediate family, quarantine, impassable roads, weather so inclement as to endanger the health of the child, approved absence of pupils of noncompulsory attendance age, or exceptionally urgent reasons. The term "urgent reason" shall be strictly construed and its use shall not permit of irregular attendance. "Other urgent reasons" should, in general, be used only in such unavoidable absences as affect the child directly. (See page 42.)

11—Indicate an excused absence by "O," unexcused by "∅," and unlawful by "⊕."

12—Report to the principal, supervising principal, or superintendent of schools when the proper attendance of pupils cannot be secured.

13—Refuse admittance to all pupils quarantined for communicable diseases.

14—Refuse admittance to a child who has not been vaccinated unless permission is given by the health authorities to receive said child for a limited time.

Duties of Principals and Teachers in Nonpublic Schools

A principal or teacher of a nonpublic school or a private tutor **[1332]** *shall*

1—On the opening day of school and subsequently as children enter furnish at once to the district superintendent, supervising principal, or secretary of the board of school directors of their respective districts, a list of names and residences of all pupils under his jurisdiction between the age of five years and seven months before September 1 and the age of eighteen.

2—Report at once all unlawful absences after they cumulate to three days or their equivalent during the term to the *proper public school officer or official* in the school district wherein the child resides who has charge of the enforcement of the compulsory school attendance law.

3—Report at once to the district superintendent, supervising principal, or secretary of the board of school directors of the school district of residence, the name and date of withdrawal from private school or private instruction if such minor is of compulsory school age.

Duties of Boards of School Directors

The board shall

1—Between March 1 and September 1 of each year, have an accurate enumeration made of all children residing in the district, between the ages of five and eighteen years. (See pages 3 and 138 for enumeration period in school districts of the first class.)

2—Classify and assign the pupils in such manner that all pupils shall be assigned to, and reasonably accommodated in, one of the schools of the district.

3—Assign pupils to the school which they should attend.

4—Before the opening of school, furnish the teacher with a correct list of the pupils assigned to his or her school.

5—Whenever a school is closed, assign the pupils to other schools and, under certain conditions, provide transportation.

6—Arrange with another district, if possible, and assign pupils to a school in that district in case no school is maintained in the home district within two miles of the home of the pupil and free transportation is not provided to another school. When pupils are so assigned, the school board of the home district shall enforce the Compulsory Attendance Law.

7—Under specified conditions, allow pupils whose parents do not reside within the district to attend school without tuition.

8—Fill out properly and forward to the county or district superintendent Summary of Enumeration, Form PICA-3C, on or before the first day of October.

9—Fix the length of the school term. The minimum term shall be 180 days. Holidays or other days, or parts of days, when pupils are dismissed without having done the regular work of a session, or school day, or the equivalent, cannot be considered a session or day taught. No session shall be counted as a full session taught unless the school has actually been in session the required number of hours.

10—Require regular school sessions from 9:00 A. M. to 12:00 M. and from 1:00 P. M. to 4:00 P. M., unless otherwise directed by the school board, with an intermission of fifteen minutes in the forenoon and in the afternoon unless it shall seem otherwise advisable—**[1504].** If any grades are obliged to have "half day sessions" because of crowded conditions, approval shall be obtained in advance from the Department of Public Instruction. Such sessions shall commence at 8:15 A. M. and 12:30 P. M. and continue to 12:15 P. M. and 4:30 P. M., respectively. Such session shall be counted as two regular sessions. Teachers employed for one session cannot be employed for the other.

11—Decide on what holidays, if any, other than Christmas and the Fourth of July, the schools shall be closed.

12—Require the attendance of all pupils of compulsory school age. Transportation is required for all pupils who live two or more miles from school in all school districts of the fourth class and those of the

third class located wholly within the boundary lines of a township, or within the boundary lines of a borough which has a population of less than five hundred inhabitants to the square mile.

13—Admit beginners during the first two weeks of the annual school term if they are five years and seven months of age before September first; where there are semiannual promotions admit beginners during the first two weeks of midterm if they are five years and seven months of age before February first. A school district is required to admit all such children whose parents present them for admission unless excluded due to mental or physical incapacity. The term *beginners* here means children entering the lowest grade of the primary school or the lowest primary class.

14—If it is deemed advisable to excuse a child for a continuous period from attending school, obtain approval of the Department of Public Instruction as explained on pages 35 and 43. This must be done, however, upon satisfactory evidence being furnished to the board of school directors that the child is prevented from attending school or for other urgent reasons. A school board shall not consider employment of children as an "urgent reason"; such reason refers to the welfare of the child an dnot to the convenience of the parent or guardian.

15—Issue, as provided for in the law, through the authorized officials, employment certificates for minors engaged in specified industries and permits for farm and domestic service.

16—Not require a minor, for whom an exemption permit (Form PICA-39) for employment on a farm or in domestic service in a private home has been legally issued, to attend school during the period specified in the permit.

17—Be the sole judge of the reasonableness of an explanation for continued periods of absence of a pupil.

18—Employ in every first, second, and third class district one or more home and school visitors or attendance officers. It is highly desirable also for a school district of the fourth class to employ such an officer. The supervising principal and the secretary of the board of school directors of the district, in the order named, shall enforce the compulsory attendance law in districts of the fourth class, if a home and school visitor or attendance officer is not employed.

19—When it is deemed advisable, join with another district in the employment of a home and school visitor or an attendance officer to investigate cases of delinquency and to enforce the compulsory attendance law.

20—Act for the school district as prosecutor of individuals who violate the compulsory attendance law.

21—Pay out of the funds of the school district the cost of legal pro-

ceedings if the cost of such proceedings cannot be collected from the offender, or if the proceedings are discontinued.

22—Suspend for a definite period or reinstate any child suspended by a principal or teacher. *The board of school directors shall not expel any pupil of compulsory attendance age from school unless it makes provision for his education, or makes disposition, as provided by law.*

23—Report through the secretary, superintendent, supervising principal, home and school visitor, or attendance officer, the lack of food or clothing for any pupil of the district to one of the following agencies—**[1334]:**

a. A local relief agency
b. The executive director of the County Assistance Board, Department of Public Assistance.

24—Exclude from the regular public schools any pupil, teacher, or employe, afflicted with tuberculosis of the lungs.

25—When deemed advisable, establish and maintain special schools for pupils having tuberculosis of the lungs.

26—Make provision that the names and addresses of all children who, because of an exceptional physical or mental condition are not being properly educated, shall be reported by the district or county superintendent to a mental clinic approved by the State Council of Education, or to a person certificated by the Department of Public Instruction as a public school psychologist or a psychological examiner for all exceptional mental conditions. In case of physical disabilities, the board shall report the condition to a medical inspector, who in turn submits his recommendation to one of the following: the medical clinic, the public school psychologist, or the psychological examiner.

27—Make provision, under specified conditions, for the education of the deaf, blind, or crippled children of the district.

28—Exclude from school all pupils who have not been vaccinated.

29—Submit such reports of attendance to the Superintendent of Public Instruction as may be required by him.

30—*Comply with, as well as enforce,* the provisions of the Compulsory Attendance Law.

INFORMATION PERTAINING TO ATTENDANCE PERSONNEL

The Attendance Personnel shall

1—Whenever possible, visit the schools of the district while such are in regular session.

2—On or before October 15 of each year report to the county or district superintendent of schools the names and addresses of blind, deaf, and mentally or physically handicapped pupils who are not profiting by the instruction of the regular day school. As soon thereafter as possible, such pupils should be examined by a mental clinic approved by the State Council of Education, or a person certified as a public school psychologist or psychological examiner by the Department of Public Instruction, or by any other expert which the type of class and child's

condition may necessitate—**[1371].** Such steps may ultimately lead to postponement of admission, exclusion, or excusal of pupils under regulations established by the State Council of Education.

3—Report the names and addresses of pupils who apparently will be unable to attend school for physical reasons and who may or may not be able to profit from home instruction to the proper county or district superintendent for examination of the pupils by the family physician and approval by the proper school physician or county medical director. For periods of absence of ninety or more days, approval of the Department of Public Instruction is necessary.

4—File with teacher or superintendent duplicate records of the visits made to investigate absence.

5—Have full police power without warrant to arrest or apprehend any pupil who fails to attend school regularly, or who is incorrigible, insubordinate, or disorderly during attendance at school or on the way to or from school—**[1341].** This means, for example, that if a truant child is observed the attendance officer may make an immediate arrest without first procuring a warrant and may take the child into custody for a hearing before a justice of the peace, alderman, or magistrate, or directly to the juvenile court—**[1338].** It should be kept in mind, however, that the aforesaid police power with reference to truant children does not apply to the arrest of a parent, guardian, or person in parental relation, which is regulated by Section 1333 of the School Laws. Under the provisions of this latter section, information must first be made against the offender before a justice of the peace, alderman, or magistrate by the attendance officer, and the warrant in such case should be served by a constable authorized by general law to make arrests.

6—Have full power and authority to enter during business hours any place where any children are employed, to ascertain whether or not any child is engaged therein that should attend school, and such attendance officer shall have the right to demand and inspect the employment certificate of any child engaged therein—**[1344].**

7—Enforce the provisions of the Compulsory Attendance Law. The board of school directors of every school district in this Commonwealth of the first, second, or third class, shall, and in any school district of the fourth class may, employ one or more persons to be known as *attendance officers* or *home and school visitors,* whose duties shall be to enforce the provisions of Section 1327 regarding compulsory attendance. Such attendance officers or home and school visitors shall in addition to the duties imposed upon them by the provisions of this act, have full police power without warrant, and may arrest or apprehend any child who fails to attend school in compliance with the compulsory attendance law, or who is incorrigible, insubordinate, or disorderly during attendance at school or on his way to or from school. All home and school visitors shall be legally certified as such by the

Department of Public Instruction, upon meeting such requirements as shall be prescribed by the State Council of Education—**[1341].**

8—Notify parents. When an attendance officer arrests or apprehends any child who fails to attend school, he shall promptly notify the parents, guardian, or person in parental relation to such child, if such person can be found in the district, and unless requested by such parent, guardian, or person in parental relation to place said child in a school other than public school, he shall place the child in the public school in which the child is, or should be, enrolled—**[1343].**

Importance of the Work of the School Attendance Personnel

Good attendance is essential to successful work in school. If the schools are to educate a child, he must not only be enrolled but must also attend school regularly. Experience has shown that the child who is present during only a part of the term is frequently not promoted at the close of the school term. The cost of re-educating these children is a large item of expense to the school district, and the cost in the loss of time to the children involved cannot be reckoned. Improved attendance would prevent much of this loss both to the district and to the children.

If attendance is of such vital importance, it is essential that, in so far as possible, absence be prevented—not only unlawful absence but all absence. From the standpoint of the loss of educational opportunity to the child, it probably makes little difference what the cause of the absence may be. Presumably, if an absence is unlawful, it is unnecessary. But the fact that an absence is excused does not mean that it is necessary or that it might not have been prevented. All absences should be investigated to determine the cause. An investigation may bring to light causes which may be corrected and thus prevent future absence. Since violations of the law constitute but a small portion of the total sessions of absence, the actual enforcement of the law should be but a small part of the duty of the school with respect to attendance.

The School Laws designate a home and school visitor[1] or an attendance officer as the person who investigates absences. This person is really the point of contact between the home and the school and is often the only point of contact. Since he is to go as a representative of the schools to the homes of the taxpayers who support the schools, he should go not as a militant representative of the law, but rather as an ambassador to establish relations of cooperation and helpfulness between the school and the home.

[1] The field of home and school visitor service is treated at length in Section 5, pages 84 to 110.

Many parents are not acquainted with the modern educational system and the advantages which the school has to offer to their children. The home and school visitor or the attendance officer should have a comprehensive knowledge of the school and what it is trying to do so that he may carry to the home, when necessary, the story of the advantages of education in general, and may be able to explain the opportunities offered by the local school system.

It is equally important that the teacher be informed of conditions existing in the home. Often this knowledge will bring about a more sympathetic and helpful attitude on the part of the teacher. Some teachers do not take advantage of the opportunity to visit the home. In such instances it falls to the lot of the home and school visitor or attendance officer to bring to them information in regard to home conditions.

Nearly every case investigated will present its special problem which must be analyzed to determine the cause. The ability to diagnose a situation is of fundamental importance in work of this nature. Having determined the cause for the existing situation the remedy must be applied. The nature of the remedy varies as much as the nature of the cause. Some of these causes and remedies are suggested in the duties of the home and school visitor or attendance officer as enumerated below.

There are in general two aspects of attendance work:

1. The *preventive measures* that help to keep children well adjusted in their school work. These include providing the child with a well-equipped and competent teacher, the use of modern, well-written textbooks, a course of study adjusted to modern needs and flexible enough to make provision for individual differences in pupils, a study of the individual child to determine his needs, and to make adjustments to satisfy these needs. This phase of the work belongs largely to the superintendent, the principal, and the teacher, but requires the cooperation of the home and school visitor or attendance officer to make it most effective.

2. The *corrective measures* that remedy more or less permanently conditions deterrent to the child's normal development and to his regular attendance at school. These will be largely the problem of the home and school visitor or the attendance officer.

The routine work of the home and school visitor or the attendance officer consists in taking or supervising the school census and being

responsible for the enrollment of children of compulsory attendance age in public, private, or parochial schools; following up transfers; verifying the enrollment or dismissal of children going from one school to another; working with juvenile court officials; following up children admitted and discharged by public and private child-placing agencies; taking preliminary steps toward enforcing the Compulsory Attendance Law and the Child Labor Law; and reporting cases requiring law enforcement to the proper person.

There is, however, an additional and more technical type of work required. Only a very small per cent of absences are due to deliberate violations of the law and are readily disposed of in a regular manner. In this connection the suggestion is pertinent that a threat of action should not be made unless there is every intention to have it carried out promptly.

3. *Additional duties* of the home and school visitor or attendance officer include:

a—Preliminary inquiry into the character and degree of mental and physical deficiency of the child with a view to securing for deficient children assignments to special classes or preparation in institutions. The number of children listed as "permanently incapacitated" should include only the group that cannot profit from any type of education.

b—The investigation and treatment of poverty, parental incompetency, and social and economic difficulties in families, any one or all may contribute to depriving children of educational opportunity. The difficulty lies frequently in the fact that the adjustments must be immediate where the child's attendance at school is concerned.

c—Investigations of conditions in homes of children applying for farm and domestic service permits and the urgent need therefor, or the interviewing of parents relative to general employment certificates, or the refusal thereof because of the child's physical condition.

d—Investigation of absences that are due to alleged legal excuses, but are scattered absences, and have been accumulated by a child who is not interested in school. It requires skill to find the real cause of this condition. Sometimes excuses do not reflect the real reasons for irregular attendance. The child's physical condition, his inability to succeed in tasks assigned him in school, lack of interest in his success or failure at home, or personality clashes with school officials or pupils may be responsible for this problem. If the habit of irregular attendance is fairly well fixed before it comes to the attention of the home and school visitor or attendance officer, the problem is all the more difficult.

e—Investigation of all cases of illness causing irregular attendance or continued absence from school. Most absences are due to illness and should be a matter of as much concern as the unexcused absences, particularly if the parents are unable to secure the services of a physician. Due caution must be exercised, of course, not to require a child's attendance at school when he is not in physical condition to be present. The cooperation of a school nurse or family physician will be necessary in some of the cases.

f—Securing regular attendance on the part of pupils of noncompulsory attendance age. This is important from the standpoint of worth-while habit-formation, and conformity with a group requirement, as well as from the standpoint of the pupil's progress.

g—The investigation and treatment of maladjustments of children, including truants, and the use of agencies that might help in dealing with such problem children. This sometimes requires a careful analysis of home and neighborhood situations, with a solution arrived at cooperatively by parents, teachers, principals, and superintendent.

In each of the tasks enumerated above the child is the center of concern and interest. Routine work can be done quickly and without much, if any, knowledge of the child. But where adjustments are needed, one must get a complete picture of the child, including his reactions in school, on the playground, and at home with brothers, sisters, and parents.

Whenever feasible the carrying out of legal requirements relating to unlawful absence should be delegated to some person who does not make the home visits. Where there is only one home and school visitor or attendance officer in a district, legal procedure may be instituted, when necessary, by the secretary of the school board or some other duly authorized public school official.

The Attendance Officer

Qualifications of an Attendance Officer

The election of the official in the school district who shall have charge of the enforcement of the school attendance law is one of the most important duties of the board of school directors. This official should be a mature person who has good judgment and the power to analyze a situation carefully so that, at no time, will he commit an injustice. He must promptly and efficiently enforce the provisions of the law in order that every normal child shall receive, as a minimum, a public school education. Since the solution of the problem of irregular attendance requires an understanding of conditions

in the home, as well as in the school, this official should have at least an education equivalent to that of a secondary-school graduate.

Compensation

Such attendance officers or home and school visitors *may be employed for the full calendar year,* and shall be paid such amounts and in such manner as the board of school directors appointing them may decide, and they shall at all times perform the duties of their appointment under the direction of the board of school directors appointing them—**[1342].**

Districts May Join

Any two or more districts may join in the appointment of an attendance officer on such terms as they may mutually agree upon—**[1341].**

Employer Interfering with Attendance Officer

Any officer, director, superintendent, manager, employe, or other person, at any place where any child of compulsory school age is employed, who refuses to permit or in any way interferes with, the entrance therein of the attendance officer, any member or the secretary of the board of school directors, the district superintendent, or supervising principal of any school district, shall be guilty of a misdemeanor, and on conviction thereof before any magistrate, alderman, or justice of the peace shall be sentenced to pay a fine of not less than five dollars or more than twenty-five dollars, and in default thereof he may be sentenced to imprisonment not exceeding thirty days—**[1345].**

Report

Every school district shall report to the Superintendent of Public Instruction upon the enforcement of the provisions of the compulsory attendance law and the cost thereof, in such detail as said Superintendent of Public Instruction shall request—**[1339].**

COMPULSORY SCHOOL ATTENDANCE LAW

Age Limits

The term *compulsory school age* in Pennsylvania means the period in a child's life from the time the child's parents decide to send the child to school, which is not to be later than at the age of eight years, until the age of seventeen years—**[1326-1327].** In keeping with the intent of the law it has been ruled that if parents enter their children

in school prior to the age of eight years, the compulsory school age provision becomes effective on date of admission.

The upper limit of the compulsory attendance law applies when the seventeenth birthday is reached, unless **[1330]:**

The minor has graduated from the highest grade of an accredited secondary school, including the twelfth grade

The minor is at least sixteen years of age and is legally employed under the provisions of the Child Labor Law

The minor is fifteen or sixteen years of age and is engaged in farm work or domestic service in a private home on a permit issued by the board in accordance with regulations prescribed by the Superintendent of Public Instruction, which includes completion of the sixth grade; with the further provision that the family is in such dire financial circumstances as to make necessary the withdrawal of the child from school at such an early age, thereby jeopardizing his educational future

The minor fourteen years of age who makes application for a Farm or Domestic Service Permit, and has completed the equivalent of the highest grade in the elementary division of the public schools in the district—such applications must be recommended by the proper county or district superintendent of schools and by the principal of a private school if such is attended after which they are subject to final approval by the Superintendent of Public Instruction

The minor is excused because of physical or mental disability, provided such excusal is approved by the Department of Public Instruction

Procedure to Enforce Law

John Doe has been absent from school for three days, or their equivalent, without legal excuse. His teacher immediately reports John's absence in writing on the "Teacher's Request for Attendance Official to Serve Written Notice After Three Days of Illegal Absence" form appearing in the School Attendance Register, to the home and school visitor or the attendance officer, superintendent of schools, supervising principal, or secretary of school board, if any, in the order named. The official serves, preferably in person, otherwise by registered mail, the written notice of John's absence on John's parents or other person acting in place of a parent. A report as to when the notice was served should be made to the teacher by using the "Attendance Officer's Book." If John fails to appear at school within three calendar days from the time the notice is served, unless a lawful excuse is presented, the home and school visitor, the attendance officer, or other person

above mentioned goes, in the name of the school district, to a magistrate or justice of the peace and makes information against the parent or guardian upon the proper form. If John returns to school before the expiration of the three days following the serving of the notice required by law, and is then unlawfully absent a single session at any time during the term, his parents are subject to arrest forthwith without further notice. The magistrate or justice of the peace issues a warrant for the arrest of John's parents or guardian for noncompliance with the Compulsory School Attendance Law. The warrant must be served by a constable, a sheriff, or a local or State police officer. John's parents or guardian must then appear before the magistrate or justice of the peace. If the evidence shows violation of the Compulsory Attendance Act, John's parents shall be sentenced to pay a fine not exceeding two dollars and costs. If John is subsequently unlawfully absent for a single session, *prosecution may be instituted without a second written notice*. For the second conviction or succeeding convictions, John's parents may be fined five dollars and costs. In default of payment of fine for any conviction the parent may be sentenced to the county jail for a period of time not to exceed five days.

Penalties

Any public or private school official, or private tutor who wilfully refuses to comply with the appropriate provisions of the compulsory attendance law is liable to a penalty not to exceed $25.00, the same to be used by the school district. In default of payment he may be committed to the county jail for a period not to exceed thirty days—**[1355].**

The Superintendent of Public Instruction, upon due hearing, after two weeks' written notice to the board of school directors affected, may withhold and declare forfeited any part, or all, of the State appropriation of any school district which refuses or neglects to comply with and to enforce the provisions of the Compulsory Attendance Law in a manner satisfactory to him—**[1357].**

SCHOOL ATTENDANCE AND DISTANCE TO SCHOOL

Distance to school has always been an important factor in the location of school buildings, the reason being, primarily, one of convenience to the school population. Little research work has been done to determine how far a child may be required to walk to school with safety and without jeopardy to health or with undue inconvenience

to the home. In consequence, most states have set up certain minimum distances before any public assistance in the way of pupil transportation is granted. Pennsylvania has followed much the same course as is found in other states.

Method for Computation of Distance

When the term "distance" is specified in any legislation bearing on the question of distance between the residence of a child and the school to which he is assigned, or transportation is provided between certain points, no allowance is made for the distance the home of the pupil is situated off the public highway. All such distances are to be computed from the nearest point where a private road connects the home of the pupil with the public highway to the nearest point where the highway touches the school grounds of the school to which the pupil has been assigned—**[1366].**

Elementary Pupils Residing

a. In Closed School Areas

In school districts of the fourth class, in townships which are school districts of the third class, and within the boundary lines of a borough which has a population of less than five hundred inhabitants per square mile, an elementary pupil who lives in a "closed school area"[1] and who resides one and one-half miles or more by the nearest public highway from the school to which he has been assigned, shall be furnished proper transportation at public expense—**[1312].**

b. One and One-Half Miles or More from a Public School

A pupil who lives one and one-half miles or more by the nearest public highway from the public school to which he has been assigned in his district, unless proper free transportation is furnished, may attend an elementary school in another district more convenient of access, provided that the consent of the board of directors in the other district has been obtained—**[1313].** It is not necessary to secure the consent of the home district to such an arrangement.

c. Two Miles or More from a Public School (No Other School within Two Miles)

If no public school with the proper grades is in session within two miles by the shortest public highway of the residence of a child in a school district of the fourth class, or in a township which is a school district of the third class, or in a borough which has a

[1] "Closed School Areas" include, according to School Law, that part of the school district last served by an elementary school which has been closed since the first Monday of July, 1907, or within a district all of whose schools have been closed, or have been assigned to a training school of a State teachers college.

population of less than five hundred inhabitants to the square mile and which is a school district of the third class, such child shall be furnished transportation to and from a school with proper grades, at public expense. When transportation is not feasible, the board of school directors with the approval of the Department of Public Instruction may pay suitable board and lodging for such child—**[1331].**

d. More than Two Miles from School (Public School in Another District within Two Miles)

When a pupil lives more than two miles by the nearest public highway from the school within the district to which he has been assigned, and free transportation for the pupil is not furnished and a school is in session in another district in the Commonwealth within two miles of the residence of such pupil, the board of school directors shall, with the consent of the board of school directors of such other district, reassign the pupil to such school in the other district—**[1310].**

Secondary School Pupils Residing

a. Three Miles or More from Nearest High School in District

In case a secondary school pupil lives three miles or more from the nearest high school in the district where he resides and transportation is not provided, he may attend a more convenient high school in another district upon obtaining the consent of the board of school directors in the other district—**[1609].**

b. In School Districts Where Academic Courses Are Not Provided

A pupil residing in a district having only a vocational high school may attend the nearest and most conveniently located academic high school—**[1607].**

c. In School Districts Where Vocational Courses Are Not Provided

A pupil who resides in a school district not maintaining an approved vocational industrial, vocational agricultural, vocational homemaking, or vocational distributive occupational education school or department offering the type of training which he desires, may make application to the board of school directors of any other district for admission to such school or department—**[1809].** Pupils who live in a district with no vocational school or department and who wish to attend in another district may appeal to the State Board for Vocational Education in case the receiving district refuses to enroll them in such vocational school or department.

d. In School Districts with Less than Twelve Grades

A pupil who resides in a district with a high school whose program of studies terminates before the end of the twelfth year may attend the nearest or most conveniently located high school of such type as he may desire—**[1607].**

e. In School Districts with No High Schools

A pupil residing in a school district which does not maintain a public high school may attend during the entire term the nearest or most conveniently located high school of such class as he may desire to attend—**[1607].** (The courts in the past have held that the choice of the school must be reasonable and not arbitrary.)

ABSENCE FROM SCHOOL

EXCUSED ABSENCE

Excused absence refers to absence for any one of a number of legal reasons. All absence under this category may be classified into two groups, namely, nonattendance due to unpreventable causes and nonattendance due to other legal reasons; explanation of both types follows.

It is important that teachers have on file under the proper classification the original explanations submitted by pupils when they return to school after a period of nonattendance due to lawful absence.

Absence Due to Unpreventable Causes

Section 1329 of the School Laws provides that the board of school directors may upon satisfactory evidence furnished to it, excuse pupils on account of physical, mental, or other urgent reasons, but in every such case the action of the board of school directors shall not be final until the approval of the Department of Public Instruction has been obtained. It further provides that teachers may excuse pupils for nonattendance during temporary periods for the above-mentioned reasons. Physical or mental incapacity which prevents attendance at school must be of a very serious nature. It should be remembered that this law merely provides that pupils may be excused but does not require that they must be. When the term "other urgent reasons" is strictly construed, it very clearly implies that the reasons must be serious and that they apply to the child himself and not, ordinarily, to home conditions. Sickness, impassable roads, quarantine, death in the immediate family, or weather so inclement as to endanger the health of the child constitute the lawful "other urgent reasons" for absence other than very exceptional cases.

Any superintendent, principal, or teacher may excuse pupils from attending school for any of the reasons stated above for short, temporary periods. The need of any child to be excused for a period of more than three days should be referred to the school board for action.

Physical Disability

Children who apparently will be unable to attend school or who

cannot take part in home instruction due to their physical incapacity and who apparently will be incapacitated for more than ninety days may be excused from school. The exception to this is that group of homebound, physically handicapped, public school children who can be provided with instruction by an itinerant teacher, according to a special provision in Section 1372. A pupil who in the opinion of the physician will be unable to attend school for the rest of the school year in question and who is physically unable to participate in home instruction shall be placed on the inactive roll; otherwise, he shall be carried on the active roll. A child so excused shall be examined at least every ninety days to ascertain whether further excusal is necessary. Furthermore, under no circumstances may such excused child be re-entered in school without approval from the proper physician.

The procedure to be followed in granting an excusal includes certain steps indicated below:

1. The teacher should refer to the proper school administrator on Form 98 in duplicate with appropriate educational information a child suspected of a physical handicap which makes it impossible for him to attend school for a period of more than ninety days or a child reported by the parents as having a physical disability. This should be done even if such child may not have entered school but was listed on an Assignment Sheet as required by law. Superintendents can obtain Form 98 from the School Division, Department of Health, Harrisburg
2. The local school administrator should then forward Form 98 to the proper school or family physician.
3. Examination by physician
   a. *By school physician*—In case the examination is made by the school physician, he forwards Form 98 to the proper county or district superintendent of schools. If in his judgment the case is excusable, the superintendent refers it to the proper school board for approval. The approved form, in duplicate, is then forwarded by the superintendent to the Chief of the School Division, Department of Health.
   b. *By family physician*—If the examination is made by the family physician, he will forward Form 98 to the proper school physician for his examination and approval and transmittal. The school physician proceeds from this point as above.
4. The Chief of the School Division examines the application and then forwards it in duplicate with his recommendations to the Chief of the Division of Special Education, Department of Public Instruction.
5. The Chief of the Division of Special Education forwards the application with his recommendations to the Chief of the Division of Child Accounting and Research, Department of Public Information.

6. The Chief of the Division of Child Accounting and Research examines the recommendations and after action has been taken, returns one of the duplicate forms to the superintendent of schools having jurisdiction over the school district where the child still attends.
7. The superintendent of schools notifies the necessary personnel so that ultimately the teacher having jurisdiction over the child may place him on the proper roll as recommended on Form 98.

Homebound Instruction

The legal basis for homebound instruction is found in Section **1372,** which provides for homebound instruction in accordance with rules and regulations prescribed by the Department of Public Instruction. Approval is based on the following criteria:

a. Certification of the teacher
b. Clarity and adequacy of the evidence concerning the handicapping condition
c. Amount of instructional time provided—ordinarily the time allotted should be four hours per week
d. Physical condition of the child as determined by child's doctor
e. Educability of the child as determined by school psychologist

This kind of instruction does not apply to children who are deaf, blind, or extremely hard of hearing or partially sighted.

In cases of excusal for physical incapacity for the remainder of the school year, if homebound instruction is provided, the pupil's name should be retained on the active roll of the teacher to whom such pupil would ordinarily report. If home instruction is not recommended, the name shall be placed on the inactive roll. In all cases of excusal for less than the remainder of the school year, the name should be retained on the active roll. If the pupil becomes ill or for some satisfactory reason is not able to receive instruction at any time, absence should be recorded just as if the pupil were in attendance at school.

Mental Disability

Most cases of subnormality call for education in special classes, or in special schools, as provided in Sections **1371-1377** of the 1951 School Laws. The provisions of Section **1329** of the School Laws do not relieve school boards of the obligation placed upon the school district to provide education in special classes for educable cases, but are intended to apply to noneducable or custodial cases. Children may, however, be certified as noneducable on Department of Public Instruction forms and excused or excluded for mental disability.

Day-Care Training Centers:

Section **1372.1.** The Department of Public Instruction is hereby authorized to provide, maintain, administer, supervise,

and operate day-care training centers for the proper training of mentally handicapped children who have been declared to be uneducable in the public schools, but who are considered to be trainable. Pupil eligibility for day-care training centers shall be determined according to standards and regulations promulgated by the State Council of Education. The school district in which a child who is enrolled in any day-care training center is resident shall pay the Commonwealth a sum equal to the district's "tuition charge per elementary pupil" for the preceding school term. . . .

EXCLUSION AND EXCUSAL OF MENTALLY RETARDED PUPILS

The law concerning children reported as uneducable follows:

Section **1375.** The State Council shall establish regulations for temporary or permanent exclusion from the public schools of children who are found to be uneducable and untrainable in the public schools. Any child who is reported by a person who is certified as a public school psychologist as being uneducable and untrainable in the public schools may be reported by the board of school directors to the Superintendent of Public Instruction and when approved by him, in accordance with the regulations of the State Council of Education, shall be certified to the Department of Welfare as a child who is uneducable and untrainable in the public schools. When a child is thus certified, the public schools shall be relieved of the obligation of providing education or training for such child. The Department of Welfare shall thereupon arrange for the care, training, and supervision of such child in a manner not inconsistent with the laws governing mentally defective individuals.

STANDARDS FOR EXCLUSION

It should be noted that the statements regarding an "uneducable and untrainable" child augment rather than replace other provisions concerning children who may be excused or excluded from public schools for physical reasons, through the Department of Health, using Form 98. A child may be excluded from the public schools of Pennsylvania because of severe mental retardation according to the following regulations adopted by the State Council of Education, May 2, 1952:

Temporary exclusion of a child who is uneducable and untrainable in the public schools shall be governed by all of the rules and regulations for postponement of admission established by the State Council of Education at its regular meeting of March 7, 1952, except that temporary exclusion shall not be restricted to beginners, but shall apply to a child in any grade of the public schools.

Permanent exclusion of a child who is uneducable and untrainable in the pubic schools shall be governed by the following rules:

1. A child shall be regarded as being uneducable in the public schools:
   a. If he has an intelligence quotient of less than fifty as obtained on an individual intelligence examination, supplemented by evidence of similar retardation on scales of performance and social maturity.
   b. If he has an intelligence quotient of less than seventy-five, obtained as in "a" above, and has shown in an approved special class or special program his inability to learn to adjust to a favorable school environment.
2. A child shall be regarded as being untrainable in the public schools:
   a. If his lack of mental, emotional, or social maturation, as determined by psychological examination, would not warrant placement in a day-care training center or other class for severely retarded children.
   b. If his lack of physical maturation in areas of communication, locomotion, or incontinence (particularly of bowel or bladder), as evidenced by physical diagnosis, case history, or observation and experience of the child in a group situation, would not warrant placement in a day-care training center or other class for severely retarded children.
   c. If he has shown evidence by psychological examination or experience that his problems of adjustment would be accentuated by group stimulation.
   d. If his known behavior is or will be detrimental to the group in a day-care training center or other class for severely retarded children.
   e. If after a reasonable trial in a day-care training center or other class for severely retarded children, it is evident that he cannot adjust to nor profit from the activities of such a group.
3. All psychological examinations herein required shall be made by a certificated public school psychologist.
4. A child, who, upon adequate psychiatric diagnosis, has been found to be mentally ill (psychotic or pre-psychotic), shall not, because of this diagnosis alone, be regarded as uneducable or untrainable in the public schools, but may be relieved from school attendance through the Department of Health, using Form 98.

Procedure for the Permanent Exclusion from the Public Schools of a Child Who Is Found to be Uneducable and Untrainable in the Public Schools

1. A certificated public school psychologist having examined a child and found him to be uneducable and untrainable in the public schools, shall so certify in a report that shall contain:

a. A thorough qualitative report on the behavior of the child in social and educational situations, indicating development comparable to the level shown by the psychological tests used.
b. Statistical data revealed by the tests used.
c. A competent report regarding the auditory and visual acuity of the child.
d. A competent report regarding the motor coordination of the child.
e. Such other data concerning school, health, and family history as is required on the application form supplied by the Department of Public Instruction.

2. The board of school directors of the school district, in which the child is resident, after receiving the certification mentioned in item 1 above, on the recommendation of the superintendent of schools, may authorize the reporting of the child to the Superintendent of Public Instruction as a child who is uneducable and untrainable in the public schools.
3. The secretary of the board of school directors that authorized the reporting of the child to the Superintendent of Public Instruction, shall report such child on a form furnished by the Department of Public Instruction, which shall contain such information as required in the foregoing rules for the permanent exclusion of a child who is uneducable and untrainable in the public schools.
4. The report of the secretary of the board of school directors shall be sent to the Chief of the Division of Special Education, representing the Department of Public Instruction, and when approved by him shall be transmitted by him to the Department of Welfare.
5. A notification of such approval and transmittal shall be sent by the Chief of the Division of Special Education to the board of school directors. Such notification shall relieve said board of school directors of the obligation of providing education and/or training for the child.

PROCEDURE FOR EXCUSAL OF CHILDREN UNABLE TO PROFIT FROM FURTHER SCHOOL ATTENDANCE

Unless otherwise provided, this procedure shall be followed before a child sixteen or more years of age may be excused from public school attendance:

1. He shall have been examined individually and found to have a mental age of less than ten years on or subsequent to his sixteenth birthday in a mental clinic that is approved by the State Council of Education, or by a person who is certificated by the Department of Public Instruction as a psychological examiner or as a public school psychologist.
2. A report of such findings, with other relevant data, and an affirmation signed by an official representative of the clinic or

by the examining person, to the effect that the child may properly be excused from further school attendance on account of mental incapacity, is presented to the school board. Form PICA-57 is used for this purpose.

3. Upon authorization by the board of school directors the secretary sends the application for excusal to the Chief of the Division of Special Education who will either forward it to the Chief of the Division of Child Accounting and Research for final approval or reject it.
4. The child will be officially excused when the superintendent or other responsible officer of the district, county, or township, receives the application blank duly approved by the Chief of the Division of Child Accounting and Research.

On presentation to the Division of Child Accounting and Research and to the Division of Special Education of evidence that an adequate procedure is being followed in excusing public school pupils on the basis of the State Council of Education's definition of mental grounds of excusability, school districts of the first class shall, and school districts of the second class may, on permission from the Chief of the Division of Child Accounting and Research, make on or before July 15, annual reports of acts of excusal, giving such data as the Chief of the Division of Child Accounting and Research may request on Form PICA-58 provided for that purpose.

Both PICA-57 and PICA-58 may be obtained from the Division of Child Accounting and Research in the Department of Public Instruction.

PROCEDURE FOR POSTPONEMENT OF ADMISSION OF PUPILS

Formerly, the only provision for postponement of admission was under rules and regulations established by the State Council of Education. However, there has always been a question as to whether schools have legal authority to postpone the admission of beginners who have a mental age of less than five years if the parents object to such postponement. Under the provisions of Act 312 of the 1951 Session of the General Assembly full authority is granted to the schools to refuse to accept beginners who have not attained a mental age of five as determined by the County Supervisor of Special Education or a properly certificated public school psychologist in accordance with rules and regulations established by the State Council of Education—**[1304].**

Accordingly, the following rules, regulations, and procedures for the postponement of admission to the public schools of the Commonwealth were adopted by the State Council of Education on March 7, 1952:

1. A child whose postponement is being considered shall be examined by a County Supervisor of Special Education or a properly certificated public school psychologist, who shall use an appropriate individual mental test or battery of individual tests to determine the mental age of the child.

2. The County Supervisor of Special Education or the public school psychologist, who has examined a child as in item 1 above, shall report the findings to the school board of the school district in which the child resides. These findings shall include:

   a. The mental age of the child
   b. A specific recommendation for postponement or non-postponement of the child
   c. Such other data as are felt to be pertinent to the welfare of the child

These findings shall be considered as confidential and shall be revealed only to State, county, and local school officials, and to the parents (or person standing in place of the parents) upon their request.

3. In the event that the County Supervisor of Special Education or public school psychologist recommends postponement, he shall also advise the school board of the time when the child should be re-examined in order to consider admittance into first grade, further postponement, or temporary or permanent exclusion. In no case shall such re-examination be made before the first of August of the school year next following the school year in which the recommendation of postponement was made.

4. The school board may postpone the admission of the child for either one or two school years provided the County Supervisor of Special Education or public school psychologist who has examined the child

   a. Reports the mental age to be less than five years
   b. Recommends postponement for either one or two school years

5. In no case shall a child be postponed for more than two consecutive years without re-examination by the County Supervisor of Special Education or public school psychologist.

6. In no case shall the admission of a child be postponed beyond the school year in which the child attains his twelfth birthday.

Absence Due to Other Urgent Reasons

A pupil absent because of "other urgent reasons" should be reported to the board of school directors for consultation immediately after three days of such absence. The excusal of a pupil for more than sixty calendar days shall be referred by board action to the Department of Public Instruction for approval.

Excusal

The term "other urgent reasons" is regarded primarily as affecting the pupils themselves rather than some member of the family. Each case will be decided on its own merits, according to the procedure which follows:

1. As soon as a pupil has been absent three days apparently for "other urgent reasons" the matter should be referred by the teacher to the school board or such delegated officials as the board has determined.
2. In all cases where "other urgent reasons" apparently will require excusal for more than sixty days, the board of school directors will take appropriate action and forward such information to the superintendent of schools having jurisdiction over the district.
3. The superintendent of schools will forward such information directly to the Chief of the Division of Child Accounting and Research, Department of Public Instruction, for study. He, in turn, will then notify the superintendent concerning departmental action.
4. The superintendent of schools will notify the necessary personnel so that ultimately the teacher having jurisdiction over the child may ascertain whether or not he or she has been excused or whether attendance at school is required.

Parents may appeal to the Department of Public Instruction from the decision of the school directors in excluding their child. The action of the Department of Public Instruction on these appeals shall be valid and binding in like effect as law until reversal by the proper judicial authority. Parents may appeal to the Department of Public Instruction for reconsideration of any case after the expiration of one year from the date of exclusion, if the directors still consider it not advisable to admit said child.

Absence Due to Other Legal Causes

The provisions of the compulsory attendance law do not apply to:

Holders of Employment Certificates and Permits

These are (1) minors sixteen years of age who are regularly engaged in any useful and lawful employment while the public schools are in session and who hold employment certificates; (2) minors between fifteen and seventeen years of age who have completed the sixth grade and are engaged in farm work or domestic service in a private home on permits regularly issued by the proper authorities; or (3) minors fourteen years of age completing the equivalent of the

highest grade of public elementary schools of the district of residence who are the holders of farm or domestic service permits issued on the recommendation of the proper superintendent subject to final approval by the Superintendent of Public Instruction—**[1330].**

Graduates of Senior High Schools or Equivalent

This group consists of boys and girls who have graduated from the highest grade of an accredited secondary school, including the twelfth grade—**[1326].**

Incorrigibles Referred to Juvenile Courts

In case a child of compulsory school age cannot be kept in school on account of incorrigibility, truancy, insubordination, or other bad conduct, the board of school directors through its superintendent, supervising principal, secretary, or attendance officer, may proceed against the child before the juvenile court in the district—**[1338].** Under the provisions of the Act of June 15, 1939, P. L. 397 (amended May 9, 1949, P. L. 977), the powers of courts sitting as a juvenile court with respect to the care, guidance, control, trial, placement, and commitment of delinquent, dependent and neglected children under eighteen years of age are further defined. Pending the final disposition of the case, the court may permit the child to remain under the control of his or her parents, or in a suitable family home, in either case subject to supervision and guardianship of a probation officer; or he or she may be placed in the custody of some respectable citizen of good moral character or of an association or society having as one of its objects the care of delinquent, neglected, or dependent children; or he or she may be committed to an industrial or training school willing to receive minors, or be ordered to be kept and maintained in a place provided by the county for such purposes. If the child is over the age of sixteen years, he or she may be sent to any state industrial school or home for the reformation and correction of youths above the age of sixteen.

Act 226 of June 15, 1939, effective September 1, 1939, P. L. 394, amends the Act known as "The Juvenile Court Law," by extending the jurisdiction of the court to all children under the age of eighteen years. The amendment provides also, at the discretion of the court, that children over the age of sixteen and under the age of eighteen, may be confined in a place of detention for the custody of adults awaiting trial; and that the cases of children over the age of sixteen and un-

der the age of eighteen, may be transferred from the criminal courts to the juvenile courts.

Pupils under Suspension or Expulsion

A principal or teacher in charge of a public school may temporarily suspend a pupil on account of disobedience, misconduct, or attendance so irregular as to interfere materially with the orderly and efficient administration of the school; provided such suspension is immediately reported to the district superintendent, supervising principal, or secretary of the board of school directors. After a proper hearing the board of school directors may then suspend the child for such time as it may determine or may expel him or her permanently **[1318].** However, a board of school directors may not expel a pupil of compulsory attendance age from school unless it makes provision for his education, or disposition, as provided by law.

> In the case of Mayberry Township School Board vs. Starr, 27 Pa. D. R. 856, reported in Campbell's School Code Digest, page 293a, when a teacher in charge of any public school has suspended a pupil for misconduct **[1338],** and the board of school directors after due notice and a hearing, has expelled the pupil **[1318],** the board may then petition the juvenile court to declare the pupil a neglected, dependent, or delinquent child, and have him committed to a suitable institution.

According to Departmental policy a child so suspended shall be continued on the active roll. When the child is of compulsory school age his absence shall be indicated as unexcused but shall not be considered unlawful during the days away from school. If the child continues to be absent longer than the period of suspension, the compulsory attendance law is applicable. Any subsequent absence shall be recorded as unlawful unless provision is made for approved home instruction as stipulated in Section 1372, or unless the child should enroll in another school meeting the standards established by the State Council of Education. This procedure places upon the person in parental relationship the responsibility for the child's return to school within a limited time if within his power, and upon the board of school directors the responsibility of providing the child with approved instruction if by board action the child is suspended for more than a short period of time. Furthermore, there is a moral responsibility resting on a teacher or board of school directors to exercise some form of supervision over the child during the period of suspension.

Either form of penalty, suspension or expulsion, is fundamentally in conflict with the whole idea of compulsory education; hence its use should be resorted to only when extreme conditions of behavior prevail. Temporary periods of suspension tend to disorganize the school program of the child. Complete severance through expulsion often means the end of the child's school life. If major disciplinary situations arise, such as extreme forms of incorrigibility, persistent tendencies toward degeneracy, or wilful defiance of authority, and similar forms of negative behavior, a board of school directors may decide that the welfare of the child as well as that of the school calls for expulsion. When such a step is taken, the action of the board should be dignified and unemotional.

Pupils with Communicable or Infectious Diseases

Pupils developing the various types of communicable diseases are excluded from school under a system of regulations set up by the Bureau of Health Conservation of the State Department of Health. The details are found in the School Health Service section in this bulletin.

Absence Due to Miscellaneous Causes

Private Instruction in School or Home

The statement of any principal or teacher of a private school, or of any institution for the education of children, in which the subjects and activities prescribed by the State Council of Education are taught in the English language, certifying to the fact that the work carried on in said school is in compliance with the compulsory attendance laws, shall be sufficient to satisfy such law—**[1327].**

If a child is not in attendance in a school, but is under the instruction of a private tutor, such absence from a formal school is legal; provided, the instruction is given daily and in the English language, by a qualified private tutor, and is satisfactory to the county or district superintendent of schools—**[1327].** Such instruction must include the subjects and activities designated and prescribed in the law and by the State Council of Education. Such instruction is to be conducted daily continuously throughout the entire period that the public schools of the district are in session and shall be taught in the English language by a properly qualified tutor.

Every principal or teacher in a private school and every private tutor is required to report immediately after their admission or at the

beginning of such teaching to the proper public school authorities, the names and residences of all children between six and eighteen years of age enrolled in such private schools or institutions or taught by a private teacher. If any withdrawals occur during the period of compulsory attendance, or any pupils are absent three days without lawful excuse, the same procedure is to be followed—**[1332].**

Every principal or teacher in a private school may excuse any child for nonattendance during temporary periods for physical, mental, or other urgent reasons under the same conditions as apply to pupils in the public schools.

Special Tutorial Work

Where parents desire to give their children special tutorial instruction in a field not offered in the public school, such as piano or dancing, or to supplement work already being given in the school, the procedure outlined herewith should be followed, if permission is granted for carrying on such work during school hours:

1. The excusal from school must not interfere with the regular program of studies.
2. The qualifications of the special tutorial instructor must be approved by the proper county or district superintendent, if the out-of-school instruction is to supplement the work offered in the public schools of the district.

Excusal for Health Services

Excusal of pupils during school hours for the purposes of obtaining nonschool professional health services, such as dental work, lies within the discretion of the local school authorities. The following standards should govern such excusals where they are permitted:

1. The health services must be rendered by State-licensed practitioners.
2. There should be reasonable cooperation between the school authorities and the practitioners in providing services to school children outside of school hours.
3. The time of necessary absence from school should be such as to involve a minimum of interference with school work.
4. For pupils who cannot arrange to have dental work done outside of school hours, it is suggested that a card such as is described on page 48 be used. These cards ordinarily may be secured from the local dentists.

APPLICATION FOR EXCUSAL FROM SCHOOL FOR DENTAL APPOINTMENT

..... has an appointment for necessary dental
(Name of pupil)
service on ....., 19... at ....A.M. P.M. This service cannot be satisfactorily rendered outside of school hours. Therefore, it will be appreciated if this pupil may be excused from school in order to keep the appointment as indicated above.

Excusal approved by:

....
(Signature of School Official) (Signature of Parent)

..... was in my office from .....A.M. P.M. to .....A.M. P.M.
(Name of Pupil)

on ....., 19.... to have dental work done.

.....
(Signature of Dentist)

(To be returned to the School Teacher or Principal.) (Over)

(REVERSE OF CARD)

The public school authorities and the Pennsylvania State Dental Society are cooperating in a plan to make it possible for the children of Pennsylvania to obtain necessary dental service.

An application for excusal from school for such purpose, used judiciously, will enable the school children to secure necessary dental service that cannot be satisfactorily rendered during the hours when school is not in session.

This form is approved by the Pennsylvania State Dental Society and the Department of Public Instruction, Commonwealth of Pennsylvania.

Absence of Minors Due to Marriage

There is no provision in the law which would give school districts the authority to exclude minors from school merely because they are married. Provision is made for the legal withdrawal of minors from school at certain ages and under certain conditions, and such provision would apply whether or not the minor is married. Accordingly, it would appear that a board of school directors would have no authority to refuse school privileges to minors on the basis of marriage, unless there are other extenuating circumstances.

Release for Religious Instruction

Section 1546 of the School Laws of 1951 provides as follows:

Any board of school directors of any school district shall have

power to enter into suitable arrangements with a religious group, or organization of responsible citizens resident in the school district, who are interested in organizing part-time weekday religious education for school pupils. In such cases the board of school directors shall have power to adopt such rules and regulations for the release from school sessions of those pupils whose parents, or surviving parent, or guardian, or other person having legal custody of such pupil, desires to have them attend a class to receive religious education, in accordance with their religious faith for not more than one hour a week; subject, however, to such conditions, and the keeping of such records of attendance at such classes and other records for the inspection of school authorities as the board shall deem proper. No part of the cost and expense of such religious instruction shall be paid out of public school funds.

Religious Holidays

Authorization to excuse children from nonattendance during a temporary period for urgent reasons is regulated by Section 1329 of the School Laws. In an interpretation by the Department of Public Instruction under date of January 19, 1942, explaining the physical, mental, or other urgent reasons, it was stated that the board of school directors may excuse pupils for "other urgent reasons" for a period not to exceed sixty days. It would appear that the "other urgent reasons" provision will cover the absence from school on account of the few days any pupil of a particular sect will be absent because of a bona fide religious holiday. On such religious holidays it is assumed that parents refrain from their usual secular duties to attend religious services.

Attendance at Meetings of an Educational Nature

Authorization of attendance and participation at meetings of an educational nature are subject to the rules and regulations of the local board of school directors, by and with the advice of the superintendent, supervising principal, or teacher in charge. A pupil shall be regarded as present in school if he is participating in the authorized activities of the school under the supervision of a certificated employe of the school staff.

The board of school directors may also authorize the transportation of pupils to the State Farm Show and to other exhibitions and places of interest considered educational in nature, and may pay for such expenses from the funds of the district—**[517].**

Pittsburgh School Photo

A Group Conference in Which Representatives of the School, the Juvenile Court, and a Social Agency Participate

Delay of School Bus

A pupil who arrives at school late or is absent because of the delay of a school bus is regarded as tardy or absent, even though the pupil may not be responsible for such absence or tardiness. Such absence or tardiness should be excused.

Excusal of Tuition Pupils

The conditions for the excusal of tuition pupils are not different from those applying to resident pupils.

UNEXCUSED ABSENCE

Difference Between Unexcused and Unlawful Absence

Unexcused absence is the absence of a pupil due to parental neglect, illegal employment, or truancy. Unlawful absence is unexcused absence for all pupils under seventeen years of age, or the upper-age limit of any future change in the compulsory attendance age law.

Absences covered by excuses marked "parental neglect," "illegal employment," or "truancy" are called "unexcused absences." All others are called "excused absences." The mere fact that a parent has sent a written excuse to the teacher does not necessarily mean the absence is "excused." Such reasons for absence as "visiting," "away from home," "had to go to the store," or "overslept," are clearly due to parents not fully sensing their responsibility and should be so classified and never be considered as "excused absence." An absence becomes an excused absence only when the teacher has classified the absence as such. The board of school directors acts in cases of continued absence. Excuses of a doubtful nature should be investigated by the teacher, home and school visitor, or attendance officer. A claim of continued or repeated illness justifies the teacher in asking for a statement from a school nurse or doctor.

First Offense

When a pupil has three days or equivalent of unlawful absence, report the pupil as a first offense case to the attendance officer, home and school visitor, superintendent, supervising principal, or secretary of the school board, who should serve first offense notice on the parents, preferably in person, otherwise by registered mail. Report the pupil even though he may have returned to school before there was an opportunity to serve the notice. If the proper authority does not proceed at once as specified in the attendance law after report has

been sent by the teacher, an additional report should be sent each day the pupil is absent unlawfully. The report should each day show the reported cumulated unlawful absences. A record of such report should be noted in the Attendance Register. The attendance officer, home and school visitor, or secretary of the school board should report to the teacher the date on which the first notice was served. The first offense is closed at the end of three calendar days after the serving of this notice or upon the return of the pupil to school within the three days following the serving of the written notice. Only one and school visitor, superintendent, supervising principal, or secretary of the board during a school year in the case of any individual pupil. A report of the first session of unlawful absence and a visit by the attendance officer or home and school visitor will often prevent a repetition of the absence and avoid legal action—**[1354].**

Second Offense

After the first offense is closed, the next session during the term the child is unlawfully absent becomes a second offense. The attendance officer, home and school visitor, superintendent, supervising principal, or secretary of the school board should be notified at once and he should turn the case over to the alderman, magistrate, or justice of the peace, who shall arrest the parent for violation of the Compulsory Attendance Law. The serving of a warrant through the office of an alderman, magistrate, or justice of the peace closes the second offense. The school official does not serve a notice on the parent in second offense cases. *The notice served in connection with the first offense is adequate legal notice for the year.* After the case has been concluded the teacher should be notified by the attendance officer, home and school visitor, superintendent, supervising principal, or secretary of the board of school directors in regard to the disposition of the case, and the date on which the parents were arrested or convicted. Each succeeding session of illegal absence becomes another "second offense" and the same procedure should be followed in each case as explained above. All such offenses should be reported under "second offense" for convenience—**[1333].** The duplicate in the Attendance Officer's book should always be filled in.

Pupils Who Run Away from Home

The name of a pupil who has run away from home shall be carried

on the active roll. His absence shall be classified as unexcused, and if he is within the limits of the compulsory school attendance law, his absence shall be classified also as unlawful.

When a runaway child of compulsory school age has been absent from school for three days, the first offense notice shall be served on the parents. If it is apparent that the parents have made every effort possible to locate the whereabouts of such child and return him to school, no further action need be taken. The pupil, however, shall be carried on the active roll and marked unlawfully absent until such time as he returns or legal requirements are satisfied. If it is believed that the parents know where the child is, and are making no effort to locate him, proceedings should be entered against them as provided in Section 1333 of the School Laws.

Illegal Absence of Tuition Pupils

Such absences should be reported in exactly the same way as those of resident pupils. The receiving district notifies the sending district of such illegal absence but it is the duty of the sending district to take proper action in enforcing the law.

Sample Forms Regarding Illegal Absence

A suggestive plan used in a certain school district in Pennsylvania follows:

Mr. .....
Secretary, Board of School Directors

....., Pennsylvania

Dear Sir:

This is to inform you that ....., a tuition pupil from your school district, has been illegally absent subsequent to the usual warning notice. He is therefore excluded from further attendance in our schools, pending the receipt of satisfactory evidence that his parents have been prosecuted according to law. If the pupil is to be re-entered, the white copy of the attached form is to be filled out, signed, and returned to this office.

Respectfully yours,

Home and School Visitor

ATTACHED FORM:

MR. .....
Home and School Visitor
.....Public Schools
....., Pennsylvania

DEAR SIR:

This is to advise you that the parents of the above pupil, ..., were prosecuted according to law before me, ..., Justice of the Peace on the ..... day of ....., 195 ... They were found*..... The pupil seeks re-entry to your schools, with our approval.

(Signed) .....

(Date) .....

* In case of a "not guilty" verdict, please explain on the other side.

Failure of Parents to Observe Attendance Law

Every parent, guardian, or person in parental relation, who has control of any child or children of compulsory school age, and who fails to comply with the provisions of the compulsory school attendance law is subject to being charged with the committing of a misdemeanor. If found guilty before an alderman, magistrate, or justice of the peace, the person so offending shall be fined a sum not exceeding two dollars for the first conviction, together with the costs, and in default of the payment of such fine and costs, the offending person shall be sentenced to the county jail for a period not to exceed five days. Procedures are likewise outlined for mitigating the severity of the penalty if certain conditions exist—**[1333].**

In an interpretation of the Department of Public Instruction under date of January 19, 1923, as noted in *Campbell's School Code Digest,* page 310c, the term "costs" as used in cases of violation of the compulsory attendance law, includes the cost of the justice of the peace, fees of witnesses, and mileage of witnesses. It does not include the compensation paid to the attendance officer, or carfare, automobile hire, or other expenses.

TRANSFER OF PUPILS

The transfer of pupils is a problem in these days of shifting population due to changes in social, economic, and industrial conditions. As a result of much moving, there is an enormous loss of school time. The loss of time is not only experienced in pupils going from one school to another, but represents waste of effort in keeping of school records, in preventing the child from losing school standing, and in the use of the attendance officer's time. Hence, the importance of a system of transfer records. When a pupil transfers from one school in a district to another school in the same district, public or nonpublic, the transfer card will be most helpful to determine grade classification. The administration of such records is simple. When the pupil moves to another district, the information on the transfer card will again be of great assistance in the proper placement of the child. When a child leaves the district without revealing his or her destination, a responsibility rests on the school authorities of the former district of attendance, if the pupil is of compulsory school age, to institute such follow-up as is reasonably within their power.

A suggested procedure to be followed when transferring a pupil to another system is for the parents to give the child on his last day of school a note indicating where the child is going and when. The school authorities, including those responsible for enforcing the attendance law, make a record of this. A transfer card is then prepared and checked for accurate data, preferably accompanied by a scholarship record and other personal data. A return card is suggested, which will be the official record that the child is properly enrolled in another district.

ADMISSION OF CHILDREN TO MOTION PICTURE THEATRES

The manager shall keep posted at or near the entrance of the theatre a copy of the Act of June 24, 1939, P. L. 872, regarding the admittance of any school child during school hours.

No child of compulsory school age shall be admitted to a motion picture theatre when school is in session, unless the child is accompanied by a parent or other responsible adult, or unless he presents a written permit signed by the regular school teacher.

A permit given by a teacher for the admittance of a child to a motion picture theatre should be retained by the manager of the theatre for a period of at least six months—**[3501].**

Section 4.

EMPLOYMENT OF MINORS

A large number of teen-age boys and girls drop out of the public schools of Pennsylvania each year to work under some form of legal employment certificate for minors. This is true even in normal times. While a certain per cent of these young people remain in school until the age of seventeen years, a greater number of them come under the provisions of the compulsory attendance law.

From the days of the earliest settlers in this country it has been an accepted principle that all children should have the benefit of an adequate type of education. To bring this about, it has been necessary to enlist the support of the home, the community, the state, and the nation. Education systems have been set up by states, supplemented in recent years by Federal assistance, and communities have attempted to carry out the will of the people through legislative enactment. In addition, the State has become so insistent that these children shall not be denied their rightful inheritance that it has adopted a system of compulsory attendance laws. Similarly, the Federal and State governments through their child labor statutes have aimed at the protection of children against exploitation and employment at an early age in undesirable and unhealthful occupations. To the home, then, must be charged to a great degree the responsibility for withdrawing from school those boys and girls who year after year are denied the opportunities offered in the classrooms of Pennsylvania schools and subjecting them instead to the risks of early occupational adjustments.

TYPES OF EMPLOYMENT

Employment Covered by Child Labor Laws

Experience has demonstrated that unless there are State and Federal laws to restrict the employment of minors at an early age, in occupations detrimental to their health and morals, they will develop into men and women poorly fitted mentally, morally, and physically to perform with efficiency their work in the world. A rigid enforcement of the child labor laws, therefore, becomes imperative.

The Child Labor Law of Pennsylvania enumerates certain types of occupations as dangerous, unhealthful, morally unwholesome, and forbids employment to minors at various age levels under penalty. The act further empowers the Industrial Board of the Department of Labor and Industry to declare it unlawful for any minor under eighteen years

of age to work in any occupation dangerous to the life or limb, or injurious to the health or morals, of the minor, as such occupations are, from time to time, after public hearing, declared dangerous and hazardous.

The Child Labor Law of Pennsylvania, therefore, is defined as employment of minors under the age of eighteen in any occupation where work is done for compensation of any kind to whomever payable, except that the act does not apply to children employed on the farm or in domestic service in private homes. However, there are a number of occupations in the area of farm and domestic service which need to be clarified. For example, employment of a minor as a domestic in a home providing accommodations to at least one roomer or one boarder constitutes employment under the Child Labor Law. A similar situation prevails in the case of a farmer who sells farm products in a stall in an open market. When the products of his own farm are sold exclusively, a minor assisting him during the day is excused through the issuance of a farm permit. However, should the farmer also offer for sale products which he has purchased from other farmers, then he becomes a merchant and, under such conditions, a son or daughter would need an employment certificate to assist in such a market.

Employment Covered by the School Laws of Pennsylvania

Section 1330 of the School Laws provides that the compulsory school attendance act shall not apply to any child who has attained the age of fifteen years and is engaged in farm work or domestic service in a private home on a permit issued by the board of school directors of the school district of the residence of the minor. Such a permit is issued in accordance with the regulations of the Superintendent of Public Instruction and applies to children fifteen and sixteen years of age.

A further provision of the same section makes possible the issuance of a farm or domestic permit to a child fourteen years of age who has completed the highest grade in the public elementary school organization in the district of his residence, or its equivalent in a private school, if the issuance of such permit is recommended by the county or district superintendent of schools having jurisdiction over the district of the child's residence, or by the principal of a private school in which the child is enrolled, and is approved by the Superintendent of Public Instruction.

In accordance with the above provision, then, no minor under fourteen years of age may be employed on a farm or at domestic service in a private home while the public schools are in session in the school district of the residence of the minor.

Employment Covered by Federal Laws (Child Labor Provisions)

The child labor provisions of certain Federal laws regulating interstate commerce give special protection to minors in connection with hazardous occupations or oppressive child labor, together with limitations placed on the number of hours of employment per week, the number of hours per day, and the hours within which they may work.

THE FEDERAL FAIR LABOR STANDARDS ACT OF 1938, AS AMENDED IN 1949

The provisions of this act apply to producers, manufacturers, or dealers who ship or deliver goods for shipment in interstate or foreign commerce.

The minimum age for employment is sixteen except in occupations declared hazardous by the Children's Bureau of the United States Department of Labor, in which case the minimum is eighteen. The minimum age for employment is fourteen years provided that the occupation is other than manufacturing; mining; processing; operation of power-driven machinery other than office machines, elevators, and other hoisting apparatus; public messenger service; and occupations declared hazardous for minors sixteen and seventeen years of age; and provided that no work is performed in the workrooms where goods are manufactured or processed, and that the work is done outside of school hours.

THE WALSH-HEALEY PUBLIC CONTRACTS ACT

The Walsh-Healey Public Contracts Act which covers all contracts with the Federal Government amounting to ten thousand dollars or more forbids the employment of male minors under sixteen years of age and forbids the employment of girls under eighteen in the production or handling of goods for government contracts.

Because of much misunderstanding in connection with the Child Labor Law and Federal regulations, it is suggested that for the protection of the issuing official, there be written on the face of the employment certificate the following: This certificate does not authorize employment contrary to the provisions of the Fair Labor Standards Act or the Walsh-Healey Public Contracts Act.

EMPLOYMENT UNDER CHILD LABOR LAW

Responsibility for the issuance of employment certificates to minors of school age in Pennsylvania rests with the public school officials of the district of residence of the minor; provided that when minors come into Pennsylvania from another state for employment such certificates shall be issued in the district of employment. A further exception is made in connection with the issuance of farm or domestic service permits to minors fourteen years of age. These must have the approval of the Superintendent of Public Instruction. In other words, Pennsylvania has adopted almost wholly the strictly local plan for the determination of who should be granted the privilege of employment prior to the age of eighteen years. The decision is to be made by a school official rather than by a local official, a judge, a physician, or any other person working under the direction of a state department, as is done in some states.

Under the law **[3408],** employment certificates may be issued only by a district superintendent of schools or a supervising principal of schools or a secretary of a board of school directors or any other school official authorized and deputized in writing by any of the aforesaid officials to act in his stead to issue such certificates.

The Issuing Official

Any person who issues employment certificates to children should be intelligent, competent, capable of exercising good judgment, and imbued with a desire to consider applications with sympathy and tact. Such are the qualifications that should characterize all issuing officials. On the basis of this information it is well to call attention to some general principles which should guide boards of school directors in their selection of such officials.

There should be a sufficient number of issuing officers available within convenient distances of the applicants for such certificates. The average district would need only one issuing officer. In the large city districts, however, and in the remote rural communities, issuing a certificate may be delayed, due to inconvenience of access to the issuing officials. If assistants are designated in the district, there should be but one responsible issuing official in each school district over whose signature all certificates are issued.

The issuing official should be very familiar with the requirements of the law, the regulations of the Department of Public Instruction,

and the interpretations of the Department of Labor and Industry with respect to issuing work papers to minors. This is probably the weakest point in the administration of the child labor laws and regulations today. Changing officials and the delegation of authority from the regularly appointed officer to a subordinate employe, frequently lacking experience, make very difficult the maintenance of an efficient office for the issuance of employment certificates. For example, a superintendent of schools or a supervising principal may delegate this responsibility to a stenographer who may be well-meaning but who has not had the experience or has little knowledge as to the importance that should be attached to the consideration of this sort of application.

The issuing officer or someone deputized by him should be available at all times during the year. When such an officer is absent for a period of time, it makes the securing of a certificate extremely difficult. This is particularly undesirable in the summer months when quick action is necessary for boys and girls seeking vacation employment.

Types of Employment Certificates

The administration of the laws and regulations governing the employment of minors under the Child Labor Act assumes certain standards which become the basis on which the several employment certificates are issued. In general, there are two basic requirements for employment certificates: attainment of a minimum age and evidence of physical fitness for the type of work contemplated. Additional requirements of a related character that must be met before a minor is released from school, are outlined in the following paragraphs.

GENERAL EMPLOYMENT CERTIFICATE

The most common work paper issued to minors in Pennsylvania is known as the General Employment Certificate, Form PICA-36. It is issued to youth sixteen and seventeen years of age for work in and about certain plants of an industrial character, mercantile establishments, offices, and for other similar occupations, such as messenger service, the delivery of newspapers, and caddying.

Before an issuing officer is permitted to issue this type of certificate, Form PICA-32 must be complete in every respect. Evidence of age must be presented as provided in Section 3413 of the School Laws, or in Section 15 of the Child Labor Law, which specifies the types of evidence of age and the order in which they shall be accepted. A birth

certificate or a transcript thereof is preferred. If proof is presented that no such record is available, then the following may be accepted in the order indicated: a baptismal certificate; a passport; any documentary record of age other than a school record or an affidavit of age; and finally, a physician's certificate accompanied by an affidavit by the parent or guardian.

The Promise of Employment, Form PICA-32, requires a statement from the employer indicating the type of work and hours of work. Issuing officers must be familiar with the prohibited occupations and the number of hours per day and week minors are allowed to work. If this part of the preliminary information does not meet the requirements of the Child Labor Law, the General Employment Certificate must not be issued.

The record of the physical examination on the back of Form PICA-32 must also indicate that the minor is physically capable of performing the duties that will be required in the occupation. This must be signed by the school physician in the district in which the minor resides. No minor is to be charged for this service.

After Form PICA-32 is complete in every detail, the issuing officer files it with the evidence of age and proceeds to issue Form PICA-36, the General Employment Certificate. However, the certificate must never be given to the minor or to the parent or guardian; it must be mailed to the employer, and if the employer fails to return the receipt attached to the certificate to the issuing officer, an investigation should be made. This receipt when received by the issuing officer completes the transaction. It should be filed with Form PICA-32 and the evidence of age.

The General Employment Certificate is valid as long as the minor remains in the particular occupation specified on Form PICA-32. When work ceases or the type of work changes, the certificate is to be returned by the employer to the issuing officer and the complete procedure is followed again in the issuance of another certificate. Accurate, legible, and complete records are essential to avoid delay in assisting the minor to start work. As long as he is working, this minor is not required to attend school. When the employment certificate is issued all principals and teachers should be notified of the date by sending the blank attached to the employment certificate for this purpose so that the minor can be properly withdrawn, as explained in the School Attendance Register.

Under certain conditions of an emergency character pending the completion of the requirements for a General Employment Certificate, *A Temporary General Employment Certificate,* Form PICA-35, for minors sixteen and seventeen years of age, may be issued. This form is valid for a period not exceeding thirty days. It is used principally under emergency conditions when difficulty is experienced in obtaining a birth record or a physical examination.

VACATION EMPLOYMENT CERTIFICATE

The Vacation Employment Certificate, Form PICA-31, permits minors fourteen to eighteen years of age to work at times that will not interfere with regular school attendance. Minors fourteen and fifteen years old are forbidden employment in connection with any manufacturing or mechanical process. The hours spent in school are included in computing the number of hours of work for minors under sixteen years of age. The combined number of hours must not exceed eight hours per day or forty-four hours per week, and minors under sixteen may not work before 7 A. M. or after 7 P. M. Newsboys, however, are permitted nine hours per day, fifty-one hours per week, and permission to work between 6 A. M. and 8 P. M.

Before issuing this certificate, Form PICA-26, Promise of Vacation Employment, must be completed. This is similar to the Promise of Employment, Form PICA-32, for a General Employment Certificate, in that it contains a record of the employer's promise of employment and the record of the physical examination.

Procedure to Be Followed in the Issuance of General Employment and Vacation Employment Certificates

A very definite procedure is in effect in the issuance of employment certificates to minors. The various steps are covered in a series of directions which apply

1. To the minors seeking employment certificates
2. To employers of minors under eighteen years of age
3. To parents and guardians of minors
4. To examining physicians
5. To officers who issue employment certificates

1. What the Minor Must Do

When a minor between sixteen and eighteen years of age—(1) has received a promise of employment signed by a prospective employer, on Form PE—Promise of Employment, which is a part of Form PICA-32, stating that he expects to give such minor present employ-

ment, together with a description of the character of the work and the number of hours per day and per week the minor will be employed; (2) has procured the evidence of age as hereinafter provided; and (3) has a certificate of physical fitness, Form HC-PE on the back of Form PICA-32, signed by a physician employed by the board of school directors—his parent or person in parental relation accompanied by the minor who must also sign the employment certificate, may then apply in person to the issuing officer of the school district in which the minor resides, for a General Employment Certificate. If the certificate is issued, it is signed by the minor and mailed with the attached receipt by the issuing official to the employer.

The method of procuring a Vacation Employment Certificate is the same as for the General Employment Certificate. The preliminary blank is known as Form PICA-26 (PB-VEC) and the permanent form or the Vacation Employment Certificate is Form PICA-31 (VEC).

Securing Evidence of Age

Whenever an employment certificate, a permit, or an age certificate is requested, provision of the Workmen's Compensation Law and the provisions of the Child Labor Law make it the duty of the authorized public school official to require evidence of age in the order designated in the following paragraphs:

a. Secure a birth certificate or a certified verification of such certificate filed according to law. If a minor was born in a first, second, or third class city, a birth certificate can be secured from the office in such city; otherwise, it will be necessary to obtain the certificate from the Bureau of Vital Statistics, Department of Health, Harrisburg, Pennsylvania. The required fee is one dollar. The records of the Bureau of Vital Statistics have now been maintained a sufficient length of time so that there should be a Birth Certificate recorded therein for every child born in this Commonwealth who is between fourteen and eighteen years of age. This also applies in other states. It should be possible for the authorized public school official of the district in which the minor resides to secure, without charge, a verification of the birth record for the prospective employe between the ages of fourteen and twenty-one years, born in Pennsylvania, by forwarding properly prepared copies of Form VV-100 to the Bureau of Vital Statistics, Department of Health, Harrisburg, Pennsylvania. Copies of these forms are sent to issuing officials upon request. A verification of a birth certificate should under no circumstances be given to the minor involved, or

VV-100

COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF HEALTH
BUREAU OF VITAL STATISTICS

APPLICATION FOR VERIFICATION OF BIRTH CERTIFICATE*

Verification of records is furnished without charge to any agency of the United States Government or the Commonwealth.

PART I

VETERAN'S NAME .....

SERIAL NO. ..... XC-No. ..... C-No. ..... K-No. .....

PART II

Name of Subject ..... File No. .....

Date of Birth, Month ..... Day ..... Year .....

Place of Birth .....
(City or Town) (County)

Street and Number .....

Names of Parents .....
(Father) (Mother's Maiden Name)

Signature of Applicant .....

Address .....
(Street and Number) (City or Town) (State)

PART III FOR DEPARTMENT USE ONLY

File No. .....

Date of Verification ..... Filing Date .....

THIS IS TO CERTIFY, That the records of the Bureau of Vital Statistics have been searched and a certificate is on file for ..... and that information as shown in Part II agrees with the original record .....

.....

.....

This certification should not be accepted unless the raised seal of the Department of Health is affixed thereon and under no circumstances should it be given to the subject.

Verified by: .....
Director

PART IV

.....
Mail to:

* Fill in Parts II and IV only.

b. Secure a baptismal certificate or a certified transcript of the record of baptism, or

c. Secure a passport showing age, or

d. Secure any other documentary record of age other than school record, such as an insurance policy or the family Bible, or

e. If no other evidence is available, a physician's certificate of evidence of age and the affidavit of parent or guardian may be accepted. Form PICA-30 should be used.

2. What the Employer Must Do

Fill in and sign the Promise of Employment part of Form PICA-32 (PEGEC) which indicates that the minor will be given employment. A form for this statement may be procured by the minor or his parents from the issuing officer in the school district where the minor resides.

Post in a conspicuous place in his establishment a printed copy of Section 4 of Act 177, Session 1915, as amended by Act No. 418, approved July 19, 1935 (Article XXXIV in the School Laws of Pennsylvania) relating to hours of labor, and list or lists of all minors employed under the age of eighteen, and a schedule of hours of labor of such minors. The abstract of the act and blanks for posting of the hours will be furnished by the Department of Labor and Industry upon application.

Have employment certificates and lists of minors available for inspection by attendance officers, factory inspectors, or other authorized officers.

Fill in the receipt attached to the employment certificate and return it to the issuing officer within three days.

Return by mail the Vacation or General Employment Certificate to the issuing officer immediately on termination of employment if demanded by minor for whom certificate was issued, otherwise within three days after termination of said employment.

Send to the superintendent of schools, supervising principal, or secretary of his board of school directors, the name, age, place of residence, and name of parent or guardian of every minor under eighteen years of age in his employ. This must be done semiannually on the first day of January and on the first day of July. Form PICA-45, Employer's Report to School District of Employment of Minors, which may be procured from the issuing officer, should be used for this purpose.

3. What the Parent or Guardian Must Do

Must apply in person to the issuing officer for a General Employment Certificate for a boy or girl between sixteen and eighteen years of age or for a Vacation Employment Certificate for a boy or girl between fourteen and eighteen years of age who intends to go to work—**[3409].**

4. What the Examining Physician Must Do

Make a thorough examination of any minor between the ages of fourteen and eighteen years who intends to get employment other than on the farm or in domestic service.

Fill in on blank, Form HC-PE, furnished by the issuing officer, a true record of the examination of the minor and certify that he or she is or is not physically qualified for the occupation selected.

In school districts of the first, second, and third class, the physical examination is to be made by a physician employed by the board of school directors of the district of residence of the minor, and in a district of the fourth class by a physician appointed by the State Department of Health. No fee or other compensation whatsoever shall be required to be paid by the minor or by his parent for such service—**[3412].**

5. What the Officer Issuing Employment Certificates Must Do

Require all applications for a General Employment and Vacation Employment Certificate to be made in person by the parent or guardian of the minor.

Require in each case a birth record to be furnished according to law, and file the record for reference during the period of the minor's employment or until he arrives at twenty-one years of age.

In very exceptional cases parents may be unable to present a birth record prior to obtaining an employment certificate or a farm or domestic service permit for their child. In such a case, the issuing official may receive, gratis, for his file, a verification of the date of birth by submitting Form VV-100, Application for Verification of Birth Record, to the Bureau of Vital Statistics. Requests for this form should be sent to the Bureau of Vital Statistics, Department of Health, Harrisburg.

Receive the promise of employment on Form PICA-32, known as Form PE—Promise of Employment, signed by the prospective employer who wishes to employ the minor, and stating the character of the work, the number of hours of work per day, and the number of hours of work per week.

Issue a General Employment Certificate or a Vacation Employment Certificate when Form PE—Promise of Employment is complete in every respect, including the physical fitness certificate on the back of the same form, and is accompanied by the proper birth record. The employment certificate should be signed by the minor. The issuing official should mail the employment certificate to the employer. If the information indicated above does not meet the requirements of the Child Labor Law in every respect, the employment certificate should not be issued.

File the following forms and records: Preliminary Form, PICA-32, evidence of age, stub of the employment certificate, employer's receipt of the employment certificate, and the employment certificate when returned on termination of the employment.

When a minor changes to another occupation, issue a new employment certificate to him upon his presentation of a new written Promise of Employment and a new Physician's Record of Physical Examination.

Mail semiannually on January 1 and July 1 to each employer of a minor under eighteen years of age who holds an employment certificate, a copy of Form PICA-45, Employer's Report to School Districts of Employed Minors. These reports should be returned promptly to the issuing official by the employer. If the employer fails to return such a report, an attendance officer may be sent to the employer to secure a list of minors from the local district who are employed by him—**[1392].**

Report to the county or district superintendent annually by January 10, a summary of the General Employment, Vacation Employment, and Farm or Domestic Service Permits issued during the preceding year. Use Form PICA-46, Employment Certificate Report. The county or district superintendent mails the reports to the Department of Public Instruction by January 30.

Be familiar with the Child Labor Law as to the number of hours of work per week and the prohibited occupations for different age groups. This information may be secured by requesting a copy of "Regulations Affecting the Employment of Minors" from the Department of Labor and Industry, Harrisburg.

Prohibited Occupations

Minors are forbidden by law to engage in certain occupations in accordance with rules and regulations of the Industrial Board of the Department of Labor and Industry. These are listed as follows:

Prohibited Occupations for Minors Under Twenty-one Years of Age

LEAD: Females in any occupations involving exposure to lead dusts, lead fumes, or lead solutions*

LIQUORS: Serving or handling, where sold or dispensed

METAL INDUSTRIES: Female minors may not be employed adjacent to furnaces*

METER READING: To test or read water, gas, or electric meters by females*

MINES OTHER THAN COAL: Operating a hoisting machine which hoists or lowers persons*

MOTOR VEHICLES: In violation of motor vehicle laws

PRINTING INDUSTRIES: Operating power-driven paper cutters or circular saws except by qualified apprentices*

RAILROADS: As messengers for railroad in calling of train crews by females*

STREET TRADES: Work at street trades by any female

TUNNEL CONSTRUCTION: Work as hoisting engineer, signal man, or locomotive driver*

Prohibited Occupations for Minors Under Eighteen Years of Age

BOATS: Pilot, fireman, or engineer on any boat or vessel

BRICKS: Work on any horizontal or vertical pug mill*

COAL MINES: Work at certain occupations inside and outside coal mines (see regulations) *

ELECTRICAL WORK: All outside electrical wiring.* Inside electrical wiring, and installing or removing electric meters, except for a minor over sixteen as assistant to trained electrician over twenty-one, and low voltage only.* Testing electric meters.*

ELEVATORS, CRANES, AND HOISTS: Operating or managing any passenger or freight elevator, or crane or hoisting or lifting machinery*

EXPLOSIVES: Work in or about any establishment where explosives are manufactured, handled, or stored*

HIGHWAYS: As a section hand*

LEAD: Making or handling mixtures of dry lead compounds containing lead in excess of 10 per cent in the manufacture of dry color and paints*

LIQUORS: In, about, or in connection with any establishment where alcoholic liquors are distilled, rectified, compounded, brewed, manufactured, bottled, sold, or dispensed

LOGGING AND SAWMILLING: see Federal law

MACHINERY: Cleaning or oiling machinery in motion. Operating or assisting in the operation of the following:

* Interpretations of the Industrial Board of the Department of Labor and Industry, on the basis of provisions indicated in bulletin entitled, **Regulations Affecting Employment of Minors, 1948 Edition.**

Emery wheels, except as apprentice under proper supervision incidental to other work*
Metal plate bending machines operated by power*
Mixing machines in bakeries*
Polishing or buffing wheels
Punch presses, except for a minor over sixteen as apprentice under proper supervision*
Wire-stitching machines*
Woodworking machinery (power-driven), except for a minor over sixteen as apprentice under proper supervision*

MESSENGER: Work in public messenger service by any female

METAL INDUSTRIES: Handling bull ladles containing molten metal*
In or about furnaces, except as a water boy*
Working in rolling mills on machines in connection with roll tables, roll cars, and greasers*

MINES: Dangerous occupations*

MOTION PICTURES: Work as a projectionist, except for a minor over seventeen as licensed apprentice*

PAINTS, ACIDS, AND POISONS: Manufacture of paints, colors or white lead; manufacturing or using dangerous or poisonous dyes; preparing compositions in which dangerous leads or acids are used

PITS AND QUARRIES: Bell ringer, lookout, or signal man*

POOLROOMS AND BILLIARD ROOMS: In any poolroom or billiard room

QUARRIES: Drilling, shot firing, assisting in loading, or tamping holes, face cleaning, attaching blocks to chains for cable hoisting, operating, or assisting in operating steam, air, or electric shovels*

RAILROADS AND RAILWAYS: Call boy or section hand;* engineer, brakeman, fireman, motorman, or conductor; switch or gate tending, and track repairing

RIVETS: Heating and passing rivets, except under special conditions for a minor over sixteen*

SPRAY COATING: Spray coating with substances containing lead, benzol, or ground siliceous material*

TANNERIES: Work pertaining to the tanning process*

WELDING: Acetylene or electric welding*

WINDOW CLEANING: As window cleaners*

Prohibited Occupations for Minors under Sixteen Years of Age

BOATS: Work on any boat engaged in the transportation of passengers or merchandise

BOWLING ALLEYS: Pinsetters in public bowling alleys (See "liquors" under minors eighteen years of age)

BUILDING TRADES: Heavy work

COAL DREDGES: Work on any coal dredge*

MANUFACTURING: Any manufacturing or mechanical occupation or process

* See footnote, page 68.

MEAT GRINDERS: Operation of power-driven meat grinders*
MINES: Work in any anthracite or bituminous coal mine or in any other mine
MOTOR VEHICLES: Operating a motor vehicle of any description
QUARRIES: In a quarry*
RAILROADS: Upon any steam, electric, or other railroad
SCAFFOLDING: Work on scaffolding
TUNNELS: Work in any tunnel
MISCELLANEOUS:*

1. No minor under fourteen years of age shall be employed or permitted to work in any establishment or in any occupation.
2. No male minor under the age of fourteen and no female minor may be employed as a scavenger, bootblack, or in any other trade or occupation performed in any street or public place.
3. No male minor under the age of twelve and no female minor may sell any newspaper, magazine, or other publication or any article of merchandise in any street or public place.
4. No male minor under sixteen may be engaged at selling papers or in the street trades before six o'clock in the morning or after eight o'clock in the evening.
5. Caddies over fourteen years of age may be employed at country clubs, whether or not such clubs are licensed under the Liquor Control Laws of the Commonwealth, with the provision that no caddy under eighteen years of age may be permitted at any time to be in or about any part of the club premises where liquor is sold.
6. Male minors between sixteen and eighteen years of age are permitted to move automobiles in parking lots, provided they are not required or permitted to drive an automobile outside the premises of the employer.
7. Minors under eighteen years may ride on automobiles while engaged in such occupations as delivery of merchandise, etc., but shall not assist in the operation of such automobiles.
8. No motion picture projector using inflammable films shall be operated at any gathering or assembly of persons unless the projectionist is at least eighteen (18) years of age and is properly licensed.
9. No person under eighteen years of age shall be allowed in any projection room during the time that motion pictures are being projected from that room, provided that nothing in this requirement shall be construed to prohibit the presence of an apprentice projectionist over the age of seventeen years.

Age Certificates

The following rule applies to minors between the ages of eighteen and twenty-one years. Known as Rule M-21 of the Rulings of the

* See footnote, page 68.

Industrial Board relating to the Child Labor Act of 1915, it was adopted on August 7, 1925, and was amended August 13, 1935, to read as follows:

> That to secure better administration of Act No. 177 of 1915, as amended, it is ruled that employers may require of all applicants for work who are over eighteen and under twenty-one years of age, a proof of age certificate authorized by the Attendance Bureau of the Department of Public Instruction and issued and signed by the proper officers of the local school board after obtaining such evidence of age as is required for the issuance of employment certificates. Such certificate may be retained in the files of the employer during said minor's term of employment but shall be returned to the minor when employment terminates or when the minor reaches the age of twenty-one years.

It is therefore recommended that before any employer shall employ a minor claiming to be between the ages of eighteen and twenty-one years he shall require said minor to secure an Age Certificate, Form PICA-47AC, from the school official who issues employment certificates in the district where the minor has his residence.

The same evidences of age are required for the Age Certificate as are required for the General Employment Certificate.

No Age Certificate is authentic unless issued on the form furnished by the Department of Public Instruction.

A record of each Age Certificate issued giving the name, address, age, evidence of age accepted, the number of the certificate, and the date of issuance should be permanently filed in the office of the issuing official.

Employment of Nonresident Minors

1. Resident of Another State but Employed in Pennsylvania

A child under sixteen years of age, who is not a resident of Pennsylvania, may not be employed or permitted to work in this Commonwealth in any factory, cannery, or in berry, fruit, and vegetable raising and harvesting during the time in which the laws of his state require his attendance at school. In the event there is lawful employment of such minors during the summer vacation period, the employer is allowed fifteen days in which to discontinue the child's employment after the date when the laws of his state require him to be in school. It is provided, further, that the requirements indicated above in this paragraph shall not apply to children between fourteen and sixteen years of age who are qualified for such work under the laws of the state of their residence—**[3431].**

All minors under eighteen years of age employed in Pennsylvania and residing in another state must hold an employment certificate *issued by the school authorities of the district in which they are employed.* Their employment must be subject to the same restrictions as the employment of minors who are residents of Pennsylvania.

2. *Resident of Pennsylvania but Employed in Another State*

In the case of a minor who resides in this State but who is employed in another state, the hours of labor and the nature of his employment outside of Pennsylvania should not be in conflict with the provisions of the Child Labor Act of 1915 of Pennsylvania and subsequent amendments. Should the hours of employment and other conditions under which the minor would be required to work in another state fail to conform with the Child Labor Act, the application of that minor for an employment certificate should be refused until he obtains such employment as would be in conformity with the Child Labor Act.

3. *Resident of One School District in Pennsylvania but Employed in Another School District*

A minor subject to the provisions of the Child Labor Act who resides in one school district in Pennsylvania and secures employment in another school district within the Commonwealth, *must secure his employment certificate from the school district of his residence.*

Street Trades

The law expressly forbids the employment of minors under twenty-one years of age to deliver or collect goods or messages for a telephone, telegraph, or messenger company between 8 P. M. and 6 A. M. However, if a male minor over sixteen years of age is employed by a mercantile house to deliver packages, he may work after eight o'clock in the evening without violating the law, provided he is not required to work more than eight hours in any one day, except as a messenger for telegraph companies where only one such minor is employed; in which case such minor shall not be employed for more than six consecutive days in any one week, or more than fifty-one hours in any one week, or more than nine hours in any one day.

Proprietors of newsstands in privately controlled buildings may employ girls under twenty-one years of age in accordance with legal requirements but the selling of publications and merchandise in any street, park, or public place, is forbidden to all girls under twenty-one.

If a newsstand is located in a street, park, or public place, the proprietor may not employ girls under twenty-one without violating the law.

Employment of Minors to Protect Forests from Fire

The Department of Labor and Industry, the Department of Forests and Waters, and the Department of Public Instruction recommend the following policy with respect to using school children to fight forest fires:

An insufficient number of available adult fire fighters at times creates the need to use school children sixteen and seventeen years of age for assistance. Such assistance in fighting forest fire might be considered an essential phase of their training in conservation, civic responsibility, and public service. If such crews are organized to fight forest fires within the various schools, adequate and suitable instruction in this work will be given by the Department of Forests and Waters' personnel before minors can be employed in this work. After such instruction has been obtained, a male minor sixteen or seventeen years of age may be issued a General Employment Certificate. Since the minor may be called upon to work on more than one forest fire during the school year, the certificate should not terminate at the conclusion of each fire. Under no circumstances will high school fire crews be used during school hours in actual fire fighting except under the supervision of personnel from the Department of Forests and Waters, and preferably only when accompanied by the school adviser.

In cases where minors are required to fight fire during the time that school is in session, the district foresters should notify the school official of the exact time that their services ended. It is also the responsibility of the district foresters to notify the local issuing officials of the final termination of employment and to return said certificate not later than three days after aforesaid termination.

Coordinate Responsibility of Officials

There is a close relationship between the issuing function of employment certificates to minors and the standards of law enforcement that prevail in a district. When a certificate is issued with inadequate evidence as to its legality, or when no certificate is in existence for certain types of employment coming under the law, the problem of law enforcement becomes correspondingly difficult.

This is true, also, in many cases when the provisions of the law are

not fully understood or are not sufficiently specific in their scope. Furthermore, confusion often arises in connection with exemptions and limitations at certain ages and for certain occupations. Such situations are further intensified by failure to comprehend the relationship between the Federal and State laws and the functions of the various departments of the State government.

For example, it is the responsibility of the Department of Public Instruction, working through the properly designated local officials in the various school districts in the Commonwealth, to issue all types of employment certificates for minors. A coordinate responsibility is vested in the Department of Labor and Industry to enforce the regulations governing the employment of minors. When such employment involves Federal regulations, the United States Department of Labor assumes its appropriate responsibility. In all cases the Department of Health must pass on the physical fitness of the minor for the type of employment sought. Finally, but not least in importance, are the respective responsibilities of the employer and the minor. When there is full comprehension of the relative obligations of the several constituted authorities involved in the enforcement of the child labor laws, there is little reason why any problem relating to responsibility should develop.

EMPLOYMENT UNDER SCHOOL LAWS OF PENNSYLVANIA

Children of teen age desiring to work on farms or in private homes do not come under the provisions of the child labor laws, presumably because in earlier days such occupations were not regarded as being hazardous. In other words, the peculiar nature and needs of agricultural employment and to a certain extent domestic service have seemingly been sufficient to remove the control of these occupations from the general child labor laws and to substitute for this some control through the compulsory school attendance laws. Such a procedure is particularly advisable in view of the fact that it is traditional for some parents to take their children out of school between the ages of fourteen and seventeen to help on the farm. This form of child labor is regarded, therefore, as an attendance problem rather than one to be governed by the same laws as control the more hazardous occupations.

Farm or domestic service permits are issued by the board of school directors or the designated official of the school district of the child's residence—**[1330].** While the school laws are not as explicit in designating the proper issuing official, for the sake of conformity, it would

seem desirable that the district place the responsibility for issuing farm and domestic service permits upon the same person as is authorized to issue employment certificates.

The procedure for the issuance of a Farm or Domestic Service Permit is much the same as in the case of the General or Vacation Certificate. However, there are two outstanding differences: there is no special Promise of Employment form used; and a statement is required from a school official certifying to the grade in school the minor has completed.

Types of Permits

The Superintendent of Public Instruction has prescribed that the two types of permits for farm or domestic service shall be The Emergency Permit, Form PICA-37; and The Exemption Permit, Form PICA-39.

The same permits are issued to minors whether they qualify regularly on the basis of fifteen or sixteen years of age or come within the scope of the special provisions for minors fourteen years of age. The exact phraseology of the law in each case, which is found in Section 1330 of the Pennsylvania School Laws, reads in part thus:

> The provisions of this act requiring regular attendance shall not apply to any child who— . . . (2) Has attained the age of fifteen years and is engaged in farm work or domestic service in a private home on a permit issued by the school board . . . of the school district of the child's residence, in accordance with regulations which the Superintendent of Public Instruction is hereby authorized to prescribe; (3) Has attained the age of fourteen years and . . . who has satisfactorily completed, either in public or private schools, the equivalent of the highest grade of the elementary school organization prevailing in the public schools of the district in which he resides, if the issuance of such a permit has first been recommended by the county or district superintendent of schools . . . of the district where such child resides, or by the principal of the private school where such child is enrolled, and the reason therefor has been approved by the Superintendent of Public Instruction.

The Emergency Permit is granted when the minor is to be excused from attendance at school for a limited period of time, not to exceed thirty days.

The Exemption Permit is granted when the minor is to be excused from attendance at school for a period not exceeding the remainder of the school year.

Return of the minor to school at any time automatically cancels either permit.

Regulations Regarding the Issuance of Permits

Minors 15 and 16 Years of Age

Age: The minor shall be at least fifteen years of age.

Evidence of Age: The same procedure is to be followed as in the issuance of employment certificates.

Education: The minor shall have completed the equivalent of six yearly grades of the public schools. Evidence of the grade completed shall be certified by the principal of the school last attended, or by the teacher of such school.

Need: Evidence of need should be furnished by the parent or guardian. The evidence should be sufficient to show the services of such child are needed as a matter of necessity and not merely as a convenience to parents.

Forms to Be Used: Form PICA-37, Emergency Permit, is issued when the minor is to be excused from attendance at school, in case of an emergency, not to exceed thirty calendar days. The minor is continued on the active roll in the School Attendance Register and absence is recorded as excused. Form PICA-39, Exemption Permit, is granted when the issuing official considers conditions warrant excusing the minor for the remainder of the school term. The minor's name is transferred to the inactive roll in the School Attendance Register.

Minors 14 Years of Age

Age: The minor must be fourteen years of age.

Evidence of Age: The same procedure is to be followed as in the issuance of employment certificates.

Education: The minor must have completed either in public or private schools the equivalent of the highest grade of the elementary school organization prevailing in the public schools of the district in which he resides. For example, in a district in which the public schools have six grades in the elementary organization and six grades in the secondary organization, the minor would have to complete the equivalent of the sixth grade in either the public schools or in a private school. In a district which has eight grades in the elementary organization, a pupil would have to complete the equivalent of the eighth grade.

Circumstances under Which Permits Are Issued

The proper county or district superintendent or principal of the private school attended by the minor should obtain very complete information relative to the circumstances of the family on Form PICA-60. The parents must also state what unusual circumstances make it necessary for them to request withdrawal of the minor at such an early age. It is assumed that extreme conditions only will justify such an application.

Form to Be Used

The same forms should be used as for minors fifteen and sixteen years of age.

The Issuing Official

The issuing official will issue Farm or Domestic Service Permits to minors fourteen years of age after he is authorized through a presentation of Form PICA-60 by the proper county or district superintendent of schools, and after the following has taken place:

1. Pupils Attending the Public Schools
   The recommendation for a permit must be made by the proper county or district superintendent of schools and forwarded to the Superintendent of Public Instruction for final approval and signature, after which one copy is returned to the proper county or district superintendent of schools.
2. Pupils Attending Private Schools
   The recommendation for a permit must be made by the principal or head of such private school after which it is submitted to the proper county or district superintendent for his recommendation before he submits it to the Superintendent of Public Instruction for final approval and signature, after which one copy is returned to the proper county or district superintendent of schools.

EMPLOYMENT UNDER FEDERAL LAWS

The Child Labor Provisions of the Fair Labor Standards Act Which are More Stringent Than the Pennsylvania Child Labor Law

The child labor provisions of the Fair Labor Standards Act apply to establishments where goods are produced for shipment in interstate commerce. The Pennsylvania Child Labor Law in general offers greater protection than the Federal Law and in such cases the State Law applies. *Wherever the Federal standard is higher, however, it prevails.* Higher Federal standards are stated here under the following captions:

The Number of Hours of Work Permitted
The Hours Within Which Work Is Permitted
Occupations Declared Hazardous for Minors

The Number of Hours of Work Permitted

Under the Child Labor Law of Pennsylvania, employment for minors fourteen and fifteen years of age in other work than in the sale and distribution of newspapers, magazines, and other periodicals is permitted to the extent of forty-four hours per week, eight hours per day, and six days per week with continuous working hours not exceeding five, without interruption of at least thirty minutes for lunch. The sum of the hours spent in school must be included in computing the total hours per day and per week. Under the Federal Law (Child Labor Regulation No. 3) employment is limited to a maximum of eight hours per day and forty hours per week when school is not in session, to a maximum of three hours per day and eighteen hours per week when school is in session.

Under the Child Labor Law of Pennsylvania the number of hours that minors fourteen and fifteen years of age may sell or distribute newspapers must not exceed fifty-one hours per week and not more than nine hours per day, including time spent in school; whereas, under the Federal Law (Child Labor Regulation No. 3) the maximum is forty hours per week and not more than eight hours per day when school is not in session; when school is in session, not more than eighteen hours per week or a maximum of three hours per day.

The Hours Within Which Work Is Limited

Both the Child Labor Law of Pennsylvania and the Federal Law limit general employment of minors fourteen and fifteen years of age, for the sale and distribution of newspapers and magazines, to the period between 7 A. M. and 7 P. M. Under the Child Labor Law of Pennsylvania the hours of work to sell and distribute newspapers and magazines are restricted to the time between 6 A. M. and 8 P. M.; whereas under the Federal Law (Child Labor Regulation No. 3) the hours of work extend from 6 A. M. to 7 P. M. (8 P. M. from April 1st to September 30th), but no minor so employed on school days, in both morning and afternoon, may begin work before 7 A. M. or work after 7 P. M.

Occupations Declared Hazardous

Motor Vehicle Helper

The occupation of motor vehicle helper is declared by Federal law

to be particularly hazardous for minors sixteen to eighteen years of age. This restriction goes further than the Pennsylvania law which forbids only the driving of a motor vehicle by a minor sixteen to eighteen years of age.

Logging and Sawmilling Occupations

Occupations in connection with logging and sawmilling have been declared hazardous for minors under eighteen years. This includes all occupations not only in logging but in the operation of any sawmill, lath mill, shingle mill, or cooperage-stock mill. However, it does permit work in offices and repair and maintenance shops; work in the operation and maintenance of living quarters; work in timber cruising; surveying, or logging-engineering parties; work in forest protection; and work in the feeding or care of animals used in logging.

Woodworking Occupations

Occupations involving the operation of power-driven woodworking machines are forbidden, except in a few off-bearing occupations and in occupations which do not involve work on a machine. This is more restricted than Pennsylvania Rule M-19. However, this order has also been amended to permit exemption for certain apprentices employed in accordance with an approved written apprenticeship agreement, if such employment is incidental to their apprentice training, is intermittent and for short periods of time, and is under the direction and supervision of an instructor as a necessary part of such apprentice training.

Exposure to Radioactive Substances

Occupations involving exposure to radioactive substances have been declared hazardous for minors under eighteen years of age. Any work in any workroom in which (a) radium is stored or used in the manufacture of self-luminous compound, (b) self-luminous compound is made, processed, or packaged, (c) self-luminous compound is stored, used, or worked upon, or (d) incandescent mantles are made from fabric and solutions containing thorium salts, or are processed or packaged.

The term "self-luminous compound" shall mean any mixture of phosphorescent material and radium, mesothorium, or other radioactive element.

The term "workroom" shall include the entire area bounded by walls of solid material and extending from floor to ceiling.

Employment certificates should be issued in line with the above regulations and age cards should be provided likewise when requested by the employer.

AMENDMENTS WHICH BECAME EFFECTIVE JANUARY 25, 1950, REGARDING HAZARDOUS OCCUPATIONS

Certain amendments to the child labor provisions of the Federal Fair Labor Standards Act became effective January 25, 1950. According to the release from the United States Department of Labor, the new provisions prohibit occupations in connection with:

"(1) transportation of persons or property by rail, highway, air, water, pipeline, or other means;
(2) warehousing and storage;
(3) communications and public utilities;
(4) construction (including demolition and repair); except such office (including ticket office) work, or sales work, in connection with subdivisions (1), (2), (3), and (4) above, as does not involve the performance of any duties on trains, motor vehicles, aircraft vessels, or other media of transportation or at the actual site of construction operations."

Telephone and Telegraph Messengers, Gas Meter Readers, and Occupations Connected with Warehouses and Storage Rooms

The Federal regulation, more stringent than the Pennsylvania Child Labor Law, prohibits the employment of male minors fourteen and fifteen years of age as telephone and telegraph messengers, gas meter readers, and in occupations in connection with warehouses and storage rooms, except the office work explained above.

Farm Work During Hours School Is in Session on Farm Other Than That of Parents or Guardian

The Federal regulation, more stringent than the Pennsylvania School Law, prohibits employment of minors fourteen and fifteen years of age on a farm, other than that of the parent or guardian, engaged in interstate commerce or in the production of goods for interstate commerce, during the hours when the schools in the district of residence are in session.

The United States Department of Labor has made the following statement in defining farms engaged in interstate commerce:

"Any farmer who sends his produce outside the State or who delivers his produce to a dealer in the same State, whom he knows or has reason to believe will send it outside the State, will be in interstate commerce. The same is true for a farmer who delivers

his produce to a manufacturer, processor, or canner, whom he knows or has reason to believe will convert it into another product and send it outside the State. On the other hand, if a farmer disposes of all his products by personal consumption or sale of them to dealers who market only for consumption inside the State, he is probably not covered by the child labor provisions of the Fair Labor Standards Act."

These regulations should be borne in mind when issuing employment certificates or farm permits.

Employment of Minors on Military Installations or Reservations

Under date of August 24, 1951, the United States Department of Labor issued a statement of policy governing the employment of minors on military installations and reservations. In all cases, military officers are asked to see that the Child Labor Law of the state in which the installation is located is obeyed.

In line with this directive, attention is called to certain portions of the Federal regulations with regard to labor, which are more stringent than Pennsylvania labor laws. These include directions for minors sixteen and seventeen years of age who are not to be employed between the hours of 10:00 P. M. and 6:00 A. M.; and for minors of such ages who attend school and who may not work more than four hours per day while school is in session and not more than twenty-eight hours in any one week.

*Occupations in Mines Other than Coal Mines**

Hazardous Order No. 9, the United States Department of Labor, effective January 6, 1951, dealing with occupations in connection with mining other than coal mining, has been interpreted by the Pennsylvania Department of Labor and Industry, in part, as follows:

"The underground work and crushing, grinding, screening, sizing, washing, or cleaning operations upon the extracted minerals are not prohibited by any given Rule of the Industrial Board. The minimum age for employment in these occupations under the Pennsylvania law is 16, and under the Federal Order No. 9, is 18."

Exceptions to the provisions of Order No. 9 include: Work in offices, in the warehouse, in the charge house, in the laboratory, in maintenance shops aboveground, in the operation of living quarters,

* More detailed information on the various hazardous occupation orders of the Federal Government may be secured by writing to Wage and Hour and Public Contracts Division, U. S. Department of Labor, Washington, D. C.

work outside the mines in surveying, work of track crews in maintaining sections of railroad track.

*Occupations Involved in the Operation of Bakery Machines**

The United States Department of Labor in a recent release entitled, "Hazardous Occupations Order No. 11," effective July 21, 1952, covers the employment of minors under eighteen years of age in bakeries whose goods are involved in interstate commerce, as follows:

"The occupation of operating, assisting to operate, or cleaning any horizontal or vertical dough mixer; bread dividing, rounding, or molding; dough brake, dough sheeter, combination bread slicing and wrapping machine; or cake cutting band saw.

"The occupation of setting up or adjusting a cooky or cracker machine."

It will be noted that this regulation is more inclusive in the occupations prohibited than is Rule M-20 of the Pennsylvania Industrial Board, which prohibits employment of minors under eighteen only in the operation of mixing machines in bakeries.

The issuing official should caution any local baker to be certain that he is not covered by the Federal Fair Labor Standards Act before employing minors under eighteen years of age in the above prohibited occupations, inasmuch as the penalty for violation is heavy.

*Employment of Minors in Slaughtering and Meat-Packing Establishments**

Under the provisions of "Hazardous Occupations Order No. 10," effective May 8, 1952, released by the United States Department of Labor, the employment of young people under eighteen in or about slaughtering and meat-packing establishments and rendering plants is prohibited. Among the occupations that are closed are jobs on the slaughtering floor, jobs involving the recovery of lard and oils, jobs involving tankage disposal, and jobs concerned with the operation or feeding of certain power-driven meat-processing machines.

The Pennsylvania Department of Labor and Industry has reviewed this order and finds that it is more stringent than the provisions of the Pennsylvania Child Labor Law, with the exception of working around meat-grinding machines, in which instance such occupations have been prohibited in this State for many years to minors under sixteen. The Federal regulation, however, includes minors sixteen and seventeen years of age.

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* See footnote; page 81.

SOME MILESTONES IN THE HISTORY OF PUBLIC SCHOOL ATTENDANCE IN PENNSYLVANIA

1834 Establishment of the free public school system.

1849 Minimum school term, four months; repealed in 1851; restored in 1854.

1872 Minimum school term, five months.

1887 Minimum school term, six months.

1895 First compulsory school attendance law.*

1895 Vaccination law passed affecting school children, to be administered by State Department of Health.

1897 First Act authorizing the free transportation of pupils to the public schools.

1899 Minimum school term, seven months.

1911 Employment of school nurses authorized.

1911 Medical inspection made mandatory.

1915 First child labor law in Pennsylvania enacted.

1917 Instruction of the blind provided by law.

1919 Attendance Bureau in the Department of Public Instruction authorized; actually established, 1921.

1919 Dental hygiene service established.

1921 Minimum school term, eight months.

1929 Employment of home and school visitors legalized.

1936 Division of Child Accounting and Research in the Bureau of School Administration created.

1937 Compulsory school age raised to include children seventeen years old.

1937 Farm and domestic service permits authorized.

1939 Juvenile Court Act (basic law).

1939 Minimum school term, nine months (effective 1941-1942).

* First compulsory attendance law—Massachusetts, 1851.
Latest compulsory attendance law—Mississippi, 1918.

PART II

CHILD ADJUSTMENT

Guidance Service

Section 5.

HOME AND SCHOOL VISITOR SERVICE

Legal Status and Purpose of Program

The passage of the first compulsory school attendance law in 1895 was one of the milestones in school attendance history in Pennsylvania. Public sentiment and changed social and economic conditions have made possible a more wholesome and sympathetic attitude toward attendance regulations, with increasing effectiveness up to the present time.

A. Legal Status

The acceptance of a secondary school program for all boys and girls tended to complicate the attendance problem. It was simpler in the past to maintain desirable school attendance because the school population was more homogeneous. Today, the variety of pupils' needs makes it more difficult to maintain the interest of all pupils in the school program. Such a condition increases the need for a well-qualified individual to deal with the problems of irregular school attendance. For this reason, Section 1341 of the School Laws was changed in 1929 to permit the employment of home and school visitors. In 1937 the General Assembly gave further encouragement to the employment of these workers in small as well as large school districts by authorizing the reimbursement of school districts for salaries of home and school visitors, legally certificated by the Department of Public Instruction, on the same basis as elementary teachers. This provision prevailed until the whole plan of State reimbursement to school districts was changed by the Teacher Salary-Subsidy Act of 1947, which does not involve the factor of certification, as such.

The development of the home and school visitor program in Pennsylvania is full of possibilities. The increased impetus that has been given school districts of every class through subsidization will do much to encourage the employment of school visitors in local school districts.

The modern educational program, whose chief function is the provision of educational facilities to meet the individual needs, interests, and capacities of pupils, requires close cooperation with the home if

the program is to succeed. Educational growth is most evident when the environment and working conditions are wholesome. Because of the pupil load, it is difficult for individual teachers to maintain continued contact with the parents of even those few children who may require sustained individual study. Even if it were possible, the type of preparation required by teachers for their work does not give them the background that a well-qualified home and school visitor requires to meet parents and to discuss the intricate problems which arise in connection with social and emotional maladjustment, attendance, employment, illness, and the many complications which have a tendency to retard pupil progress.

Progress has been made, but unfortunately the smaller districts have not been able to include the home and school visitor in the personnel. In this respect alone, the future for a well-qualified home and school visitor is very promising because to date these individuals have been employed only in the larger school systems. Act 157, enacted in the 1937 Session of the General Assembly, also adds impetus to this program because as school districts merge into larger attendance and administrative units, it may be financially possible to include the home and school visitor in the personnel.

B. Purpose

The fundamental purpose of the program has shifted with the changing philosophy of education. The way in which provisions of the School Laws are worded indicates quite clearly that according to the earlier conception of this particular function, home and school visitors were considered attendance officers. While this particular responsibility is not now ignored, the home and school visitor, acting in the light of special preparation and on the basis of an enlightened philosophy of education, is not only concerned with the fact of nonattendance or irregular attendance, and employment, but is also interested in the educational, psychological, medical, and social problems and needs of children who are attendance problems. The school visitor, therefore, endeavors to effect adjustments that are both educationally and socially sound.

Irregular school attendance should be recognized as a symptom resulting from conditions in the child's school situation, in his home or general community environment, or in his physical or mental condition. Very seldom does his failure to attend school regularly result from any single factor, even though one of them may figure quite

prominently as a contributing cause. It is, therefore, all the more necessary that a complete picture of the child and his determining influences be obtained by the home and school visitor in order that meaningful and lasting adjustments may be brought about for each child with whom the visitor works.

Granting that the essential function of the home and school visitor must remain, legally, one of bringing about more desirable school attendance, it must be recognized that achieving this end involves the following responsibilities:

Helping the child to find a meaningful place in life and making available to him whatever facilities may be at hand or may be developed;

Helping the school adjust its program to the particular needs, interests, and capacities of its pupils;

Helping parents and others who may come in contact with these problems to realize that the school should be allowed and encouraged to make striking departures from a conventional "Three R's" program in order to meet the needs of its children; and

Causing the community to recognize a responsibility to its children that is greater than the provision of school facilities.

Areas of Service

It should be emphasized at the outset that the home and school visitor is not expected to be an expert in all of the areas in which she serves. It is necessary, however, that she be conversant with psychological, sociological, educational, and medical problems; that she know to what experts in these fields she can turn for help, and that she constantly obtain and use their help in working out programs of adjustment for the children in need of such aid. She must be the one who facilitates the work of these overlapping fields; the one who coordinates and interprets the work of these specialists.

The home and school visitor has four areas of responsibility. She has, first of all, a definite responsibility to the child with whom she works; she must cooperate with the parents if she is to bring about fundamental adjustments for the child; she must necessarily cooperate with the school; and she must utilize and, in many instances, bring about the development of helpful agencies in the community. It should be borne in mind that the various suggestions offered under these headings are meant only to indicate the lines along which the home and school visitor must work rather than to imply that these are her only responsibilities.

1. Cooperation with the Child

It is imperative that the thinking of the home and school visitor be dominated by the idea of cooperation with the child. Perhaps the most fundamental contribution the home and school visitor can make to the community results from her helping the children with whom she comes in contact to know themselves—to get them to understand in a nontechnical and unemotional manner why they behave as they do and what their strong points and weaknesses are. Goals can be adjusted to capacities for attainment, interests can be cultivated, and desires can be directed and realized. To these ends, it may be necessary to obtain the advice of experts on diagnostic and therapeutic procedures. A child may have to be taken to a clinic for a mental examination, for an examination of his ears, or for an examination of his eyes; it may be necessary that he go to an orthopedic clinic, or he may need the sustained treatment of a psychiatrist.

The purpose of all such treatment is to provide an education appropriate to his needs. As a result of studies made through the home and school visitor, the child may be able to continue in his regular class—his emotional difficulty having been cleared up, his educational retardation having been corrected by a specially trained teacher, or necessary medical care having been provided. If he is found to be retarded mentally, he may be helped to see that work in a special class or special work in the regular class would be desirable for him. If the child's hearing is a handicap, he and his parents may be helped to see the advantage of his obtaining an education in a residential school for such children.

In some instances, it will be necessary for the home and school visitor to bring a child's case to the attention of such agencies as the local Red Cross Chapter, a service club of the community, the County Board, or the Department of Public Instruction. All of these agencies are interested in the welfare of the child and in helping him to make the most of his capacities.

The home and school visitor will need to interpret the child to certain teachers, supervisors, and administrators; will need at times to interpret the child to either or both of his parents; and will need to be ever ready to interpret the child to corrective and child-placing agencies. Many parents believe that living close to their children for a long time enables them to understand their children thoroughly, forgetting that such proximity is often conducive to a distortion of

the real picture. Sometimes social agencies, both court and noncourt, adhere to the letter of the law, taking a legal attitude rather than a humane point of view.

A very important part of the home and school visitor's responsibility to the child is the task of helping the child understand the society of which he is a part—getting him to realize the limits within which he is permitted to operate, and helping him to develop a sense of social responsibility. Those who work with and for problem children must realize that the aversions these children show toward the school or other social agencies are usually the result of misdirected education. Attitudes of compliance and cooperation can also be products of education. If the latter attitudes are not present, the educational efforts of society either have not been directed to this end or, if they were, inappropriate methods have been used.

2. Cooperation with the Parents

To work effectively with the parents of children with whom the home and school visitor may be concerned, it is necessary that she understand the philosophy of the school program of which she is a part; that she be conversant with the various school regulations, and that she have knowledge of available school facilities. The home and school visitor should realize that parents have been turned against or predisposed favorably toward the school as a result of some sort of educational process. Since this is the case, the problem of getting the cooperation of parents is an educative task. It may be long and arduous or it may be comparatively brief and easy, depending upon previous influences.

The general responsibility of the home and school visitor in working with the parents is threefold. It may be necessary to interpret the community, as well as the school, to the parents; or to interpret the parents to the community; or, in some cases, to interpret the parents to the child. Many animosities affecting the school child both directly and indirectly result from a widening gap between his family and the community. This is particularly likely to be the case in broken homes, or in homes where the parental control is lacking.

More specifically, the home and school visitor will need to cooperate with certain parents in such matters as the placing of their children in residential schools for the blind, or deaf, or advise them in such crucial situations as the exclusion or suspension of mentally incapable children from the public schools. Many parents cannot bear to think

of their children going to a school for the blind or deaf since this will mean that the children will be away from the home. Then, too, many parents do not know the schools and their programs, and do not understand the permanent values that such educational facilities will bring to them and to their children. Before children are officially dropped from public schools due to their incapacity to profit from the regular public school program, it is important that the parents see how unfair it is to their child to keep him in a situation where the only thing he can do is fail. The home and school visitor can also be of great assistance to parents by showing them what they have a right to expect of the child in view of his level of mental maturity. On such occasions the home and school visitor can help both the parents and the child to contact any of the various community agencies that can be of service to them.

3. Cooperation with the School

By virtue of her position, the home and school visitor can provide the school with valuable information concerning those children who are having difficulty in adjusting to the school program. An even broader contribution may be made in providing the teachers with more adequate information concerning the environment from which certain children may come. This is particularly true in large urban centers and will be increasingly true in the sparsely settled areas as consolidation proceeds.

Many schools have more information about their children than they are now able to use in a meaningful manner. The home and school visitor is therefore in a strategic position to make functional much of the material the teachers have not had time to use or which they have not felt capable of using. The educational program can then be adjusted to meet their needs more appropriately.

Even though the teachers, supervising principals, and principals know the contributions of these groups, the home and school visitor and the school nurse should help the school profit from the aid of such agencies, not only with regard to services, such as examinations and the supplying of glasses, but also with regard to sustained services such as health conservation activities, regular re-examinations of children's eyes, the provision of extra library facilities, and the periodic services of mental health clinics.

One of the most important contributions the home and school visitor can make in her work with the school is the interpretation of

the school's policies to the lay members of the community. Getting parents and others to tolerate defensible modifications in the school program, convincing a parent for whose child books in large type are being used that such an exception in reading materials is based upon a knowledge of what the child needs and a desire that the child get the most out of his schooling, and eventually getting the lay public to see that what is needed is a number of diversified school programs rather than a single school program, will contribute much to a sound advance in education.

Within the school district itself there is a need for cooperative effort on the part of its agencies. The school districts of Pennsylvania differ greatly in size and complexity of organization. In some districts, the home and school visitor works directly under the superintendent of schools, in some districts she works under the supervisor of attendance, and in other districts, a home and school visitor is assigned to a certain school and her work is directed by the building principal.

Because of the various types of school organization, because of the many and varied problems that the maladjusted school child presents, and because of the cooperation necessary both in the school organization and with social organizations in the community, it is neither possible nor desirable to fix definite limits for the work of the home and school visitor. In all cases the greatest service to the child should be the factor that will determine the procedures to be followed by the various departments in the school.

a. THE CLASSROOM TEACHER

Visits to the homes of all pupils by the classroom teacher or by the home-room teacher may be helpful in bringing about a friendly relationship between the school and the homes of the community, as well as in assisting the school in better understanding the conditions under which the children live. Whether the custom of having teachers visit the homes of all the pupils is observed or not, it is with the classroom teacher that the home and school visitor works most closely in developing a plan of adjustment for the child. Although much of the home visiting is done by the home and school visitor while school is in session in order that the child's difficulties may be discussed during his absence from the home, the child's adjustment is primarily the problem of the classroom teacher. Without complete cooperation between the teacher and the home and school visitor, a constructive program cannot be carried out successfully.

b. THE HEALTH DEPARTMENT

Cases where the principal cause of maladjustment is a health problem should be handled by the school physician. If the home and school visitor works on such a case, there must necessarily be close cooperation with the medical department.

c. THE GUIDANCE DEPARTMENT

The work of the home and school visitor should articulate with the guidance program of the school. The records of the child study and guidance departments should be used by the home and school visitor and her records should be used by these departments. Without this cooperation the child would be the victim of conflicting plans and procedures.

d. THE CURRICULUM

The various curriculums for exceptional children should be based upon the needs of these children. These needs are surveyed and assessed by a team composed of public school psychologists, school administrators, school nurses, home and school visitors, and curriculum consultants. The best interests of the child are the determining factors in deciding the steps to be taken in solving his difficulties, and the closest cooperation between members of the school staff is necessary in developing a constructive program for the child.

4. Cooperation with Community Agencies

One of the first steps a home and school visitor must take is a thorough canvass of the various agencies in both the immediate and nearby communities. The usefulness of these agencies will take on added meaning if the home and school visitor will study carefully the needs of the community, its history, and its attitudes as reflected both among its leaders and its citizenry. Such a study of backgrounds and facilities will go far to reduce overlapping efforts and the attempting of the immediately impossible.

a. SOCIAL SERVICE EXCHANGE

The social service exchange provides an index to the case records of the social agencies in the community whereby one agency may learn the particular person or family in which other agencies have been or are now interested. If no social service exchange has been established in the community, the school may take the lead in establishing one. By having a small card file containing the names of the local social agencies, together with the names of the families where there are maladjusted children in which each agency is interested, a community social service exchange is begun. Eventually, this work should be taken over by a local

social organization, with the school remaining as one of the cooperating agencies. The partnership with other professional groups is a helpful means of making the school program for pupil adjustment socially effective.

b. HOSPITALS AND CLINICS

Since health problems are by far the greatest cause of absence from school, the home and school visitor must work with the school medical inspector, the school nurse, and the school dental hygienist in securing for the child correction of physical defects. Problems encountered in the child's home demand that she shall also know the answers to the following questions concerning the activities of the local board of health:

1. Does it require a report on all communicable diseases including cases of tuberculosis and venereal disease?
2. Are there infant welfare and preschool clinics?
3. Are public health nurses active in the community?
4. To what hospitals and dispensaries may members of the family be referred?

Service clubs in the community, such as the Rotary, Kiwanis, Lions Club, the county branch of the State Society for Crippled Children, the Red Cross, and, in some instances, parent-teacher associations, aid the school in solving the problems of the physically handicapped child and the problems of his family. The preservation of the mental health of the child and of other members of the child's family may be neglected until some serious problem arises. If the community has a child guidance clinic, the home and school visitor and the school nurse should learn to know the facilities offered by the nearest mental health clinic. By special arrangement, psychologists and psychiatrists from mental hospitals will come into the school district to examine the mentally ill and give advice concerning their problems. Children may also be taken to the psychological laboratory of the larger universities after appointments for their examination have been made with the head of the psychological clinic of the university. Some of the State teachers colleges are also providing clinic services.

c. ESTABLISHED SOCIAL AGENCIES

Poverty presents another major cause of irregular school attendance. This problem must be handled with care. The home and school visitor will find, on the one hand, the families who have always been self-dependent and who resent any suggestion of financial help; on the other hand, she will find families who have been "on the county" for generations, and who employ all known methods to get more assistance when assistance is being given. The social service exchange can give information concern-

ing the families receiving assistance and frequently other agencies will bring about a solution of the problem of relief. Giving relief directly through the school should be done only in case of emergency when there is no other agency in the community that will or can care for this type of social work. When children are reported to be absent from school because of lack of food or clothing, the home and school visitor should visit the home to verify the need. If the need exists, the case should be reported to local relief agencies or to the County Board of Assistance. In determining the assistance that should be given to these families, the need of the child and not the intemperance or incompetence of the parent should be the determining factor. Although those connected with the public schools give direct relief only as an emergency measure, this does not suggest the elimination of nutrition classes and free school lunches, scholarships, nor any type of assistance that the school may find necessary for the solution of the child's problems.

d. COOPERATING AGENCIES

Among the agencies in the community that are giving invaluable service to school children are:

The Association for the Prevention of Blindness
Big Brothers' and Big Sisters' Associations
The Children's Aid Society
The Children's Bureau
County Boards of Public Assistance
Churches
County Institution Districts
Family Societies
Hospitals and Clinics
The Juvenile Court
Knights of Columbus
Red Cross Societies
The Salvation Army
Service Clubs
The State Society for Crippled Children
The Society to Protect Children from Cruelty
The State Employment Bureau
Young Men's and Young Women's Christian Associations
Young Men's and Young Women's Hebrew Associations
Child Welfare Services
Public Charities Association of Pennsylvania
Volunteers of America

e. THE COURT

The home and school visitor should represent the interests of the child in any court case affecting a school child. A complete case history, including the results of physical and psychological

examinations, as well as a record of his problems of social maladjustment as shown by his attitudes and school record, should be made available in order that the court may have this assistance in working out a wise program of treatment or education for the child.

Qualifications of the Home and School Visitor

Children in need of special assistance to enable them to become socially adjusted are to be found in every school district. In developing a program of adjustment for these children, the home and school visitor should be well qualified to make a study of the individual child. She should study his educational maladjustment, his abilities and disabilities, his interests and antagonisms, his attitude toward his teachers and their attitudes toward him, as well as the causes for these attitudes. She should study his home environment and see the relationships that exist between parents, between parent and child, and among brothers and sisters. She should see the child with other children and study his reactions to group and individual contacts. She should study the community in which the child lives to learn what conditions exist that are operating against the child's best interests.

A program of adjustment should be based on the conclusions developed from such a study in cooperation with the other members of the school staff who are interested in the child under discussion. The general character of the work thus described suggests the type of qualifications such an official should possess. They may be classified briefly into professional and personal.

1. Professional

Changing aims in public education require corresponding adjustments in the type of preparation essential to meet new attitudes and new conditions. No activity in the public school system reflects this changed attitude more clearly than the modern comprehension of the functions of the school attendance official. This type of service is no longer directed primarily toward law enforcement, but rather approaches its responsibility from the standpoint of rendering the greatest assistance to the betterment of developing childhood. It is essential, therefore, that a broader and more highly integrated type of education shall be provided for those selecting this type of school service.

That school administrators have been aware of this problem is shown by the amount of attention recently given to a consideration

of the whole field of the worker interested in child improvement. Such interest and discussions naturally include a study and definition of the relationships of the three types of service now represented by the traditional attendance officer, the home and school visitor, and the guidance counselor, with the thought of integrating, if possible, the work in such a way that the whole field may be unified in a single function. Under such a standard it naturally follows that the minimum qualifications for certification in the field will require evidence of the completion of four years of approved post-secondary school education, including an area of concentration on child welfare comparable to the areas of specialization in other forms of certification on a four-year basis. Such preparation will include appropriate courses in the field of (1) education, including courses in home and school visitor service, counseling, pupil accounting; (2) psychology, as applied to child life, exceptional children, and behavior problems; (3) sociology, as applied to family life, juvenile delinquency, and social welfare; and (4) legal provisions pertaining to child welfare. Accordingly, the State Council of Education has approved the following requirements, *effective September 1, 1951,* for certification as a home and school visitor:

A. Experience

One year of successful teaching experience in the public schools, or
One year of social work under a recognized social welfare agency, or
One year of graduate study in an approved school of social work

B. Baccalaureate degree from an approved college or university including professional courses from each of the following four fields:

EDUCATION—6 hours required
Home and School Visitor Service
Mental Hygiene
Pupil Accounting
Techniques of Counseling
Parent Education
Tests and Measurements
Education and Economic Welfare
School and Community Relationships

PSYCHOLOGY—4 hours required
Social Psychology

Abnormal Psychology
Behavior Problems
Child Care and Development
Problems of Later Childhood
Psychology of Exceptional Children

SOCIOLOGY AND SOCIAL WORK—6 hours required

The Child and Society
Case Work in Child Adjustments
Child Welfare
The Home and School
The Family
Introduction to Social Work
Juvenile Delinquency
Field Work in Social Service

LEGAL PROVISIONS PERTAINING TO CHILD WELFARE—2 hours required

Laws and regulations including the compulsory school attendance law, school census, Pennsylvania Child Labor Law, child labor provisions of the Federal Fair Labor Standards Act, Vaccination Law, public assistance, and all regulations pertaining to the health and welfare of the child.

2. Personal

The home and school visitor may be the only point of contact between the school and the home. It is necessary, therefore, that this representative of the school shall possess a wholesome, well-balanced personality. Her most effective tools in bringing about cooperation between home and school are tact, sympathy, and human understanding, but with these she must possess the strength of character that will not allow sympathy for a difficult family situation to interfere with the child's receiving, as a minimum, elementary and secondary school education.

a. SINCERITY

The work of the home and school visitor should be motivated by a love of children, and a desire to work out a solution of each child's social problems. The friendliness and tact with which she makes her home contacts successful must be the result of a sincere interest in the welfare of the child and of his family. Children, as well as adults, are quick to recognize a lack of sincerity on the part of the visitor. No cooperation can be developed between the home and school until a mutual confidence is established.

b. HEALTH

No phase of school work requires a greater expenditure of

physical and nervous energy than that of the home and school visitor. Her hours are long and irregular. It may be necessary to call in the early morning to interview a working mother, or late in the evening to see a father employed out of town. But, no matter how difficult the problem is, nor how long and hard the day's work has been, the home and school visitor may not risk any appearance of irritability. A lack of patience, tact, and understanding may cause her to lose a friendly contact that she has worked long to establish.

c. MATURITY OF JUDGMENT

If the home and school visitor is to assist in solving the family problems, it is necessary that her judgment be based on study and experience in social case work. This mature judgment is necessary that she may diagnose the child's difficulties and suggest a solution that will work for the good of the child and that will be respected and followed by teacher and principal, as well as by parent and child.

d. TRUSTWORTHINESS

It is a serious thing to enter into the life of another person. In trying to solve the child's problem, the home and school visitor must, of necessity, hear and see much of the private lives of the members of the families with whom she comes in contact. What is learned during these interviews and recorded must be treated with the greatest respect and confidence by the home and school visitor and made available only to those who are to assist in the solution of the child's problem.

e. LEADERSHIP

The home and school visitor should be a leader in the school, the home, and the community. Her best work is done when she has participated actively with school, home, and community to develop constructive plans for the maladjusted child.

Major Problems of the Program

As has been pointed out, one of the major responsibilities of the home and school visitor is to interpret the child to his community. The outcome of such activity will be less quickly realized than the record of the number of cases investigated or the number of truants returned to the school, but the ultimate effect of this cultivation of a child-conscious community will be of much greater significance and of more enduring value.

Problems of Maladjustment

Many problems are presented by the child who is not well adjusted. The most common and most evident of these problems are poor health,

irregular attendance, tardiness, daydreaming, misconduct, and delinquency. The first symptoms of the child's lack of adjustment may appear in the kindergarten or primary school grades. Here should begin the serious work of overcoming undesirable habits and of developing in the child socially acceptable character traits. The accomplishment of this service requires that we understand the factors in the life of the child that are preventing his becoming socially adjusted.

As a general rule, any exaggerated form of behavior is symptomatic of some maladjustment. Usually, such behavior is compensatory—an attempt to attract attention, to assert one's self in some way when other ways have failed. In many cases the teacher or the home and school visitor may not be able to determine the nature of the maladjustment. Since the child is often unaware of the existence of his exaggerated form of behavior, and since some of these cases are too involved for the teacher or home and school visitor to initiate any corrective work, the services of a properly qualified public school psychologist, mental health clinic, or child guidance clinic should be sought. After proper diagnosis, both the teacher and the home and school visitor can assist in carrying out the therapeutic program recommended.

Problems of Attendance

The home and school visitor naturally assumes the responsibilities formerly carried by the attendance officer in those districts employing such an individual or by the superintendent or secretary of the board of school directors in those districts where neither an attendance officer nor a home and school visitor had been employed. The size of this task is obvious when one considers that in the school year 1950-1951 the net enrollment in all grades of the public schools was 1,577,888.

The work of the home and school visitor in connection with school attendance deals largely with such problems as the following: compulsory age limits, transfers within the district and outside the district, irregular attendance, and law enforcement.

Problems of Delinquency

A delinquent child as defined by the Act of June 2, 1933, P. L. 1413, is one who has violated any law of the Commonwealth or ordinance of any city, borough, or township; who, by reason of being wayward or habitually disobedient, is uncontrolled by his parents or those in parental relation; who is habitually truant from school or home; or

who habitually so deports himself or herself as to injure or endanger the morals or health of himself, herself, or others.

If we are to deal intelligently with the delinquent child, our first step should be to discover the symptoms of delinquency at the earliest possible time. Since most children attend at least the early grades of the elementary school, this is the logical place to discover predelinquent tendencies and thereby prevent the child's coming into conflict with the law. In some instances children have been real problems for approximately six years before they enter school. Since evidences of social maladjustment appear in marked degree in the child of preschool age, it is necessary to have the beginning of a program of social adjustment for some children in the kindergarten or in the first grade of the elementary school.

Symptoms of Behavior Problems

Keeping in mind that definite behavior problems are just as much symptoms of some underlying maladjustment as are certain characteristics, the following list of symptomatic conditions is given:

a. Seclusiveness, unsociableness, abnormal interest in reading, abnormal interest in the movies.
b. Suspiciousness, sensitiveness.
c. Rebelliousness, resentfulness, impertinence, disobedience.
d. Cheating, lying, stealing, use of aliases, forging excuses.
e. Truancy, excessive tardiness, runaway.
f. High temper, impulsiveness, lack of control, destructive tendencies.
g. Unhappiness, depression, brooding tendency, inferiority complex.
h. Excessive timidity, racial complex.
i. Fighting, quarreling, striking teacher, assault with a deadly weapon.
j. Profanity, drinking liquor, writing obscene notes, sex offenses, arson.
k. Cruelty to animals and to other children, bullying.
l. Poor study habits, dislike of teacher, unsatisfactory school record.

Where these tendencies are evident, the home and school visitor working with the teacher should begin a case study of the child and his environment. No effort should be spared in bringing about a correction of the child's traits and habits.

Program for Prevention of Delinquency

It must be kept in mind that children either learn to become delinquent or else activities other than those contributing to delinquency must be engaged in. The home and school visitor should see that at least the following steps are taken in each case in order to help the child avoid becoming a delinquent:

Provide a thorough physical examination.
Correct remediable physical handicaps (malnutrition, bad teeth, etc.) or compensate for them (glasses).
Provide thorough psychological and psychiatric examinations.

Investigate objectively the different educational abilities (reading skills and the like).

Adapt to the child a curriculum based on the findings concerning his capacities, abilities, needs, and interests.

Study thoroughly the child's home background including such matters as parent-child relationships.

Study thoroughly the neighborhood influences, group attitudes, companions, and recreational facilities.

Utilize an extracurricular program which will give to the child a normal outlet for his desire for security and recognition.

Help the child develop a constructive program of leisure-time activities that is meaningful to him and not obviously out of harmony with his social experiences and opportunities.

a. RECREATION AS A MEANS OF PREVENTION

Every plan for the prevention of delinquency should include consideration of the recreational opportunities of the community. Play is the child's world in which he develops the physical and mental skills which are necessary parts of his education. Play satisfies the desires of the child for group life, for adventure, and for the opportunity to develop initiative and independence. The child accepts the recreational opportunities offered by the community. If these consist of low-grade pool rooms and dance halls, all the constructive work that has been done by the school for correcting the child's maladjustment may be undone. The school must accept the responsibility for developing desirable forms of recreation through extracurricular activities and for fostering a community sentiment through parent-teacher associations, churches, and service clubs for the development of desirable forms of community recreation and the suppression of undesirable forms. The work for the maladjusted school child must take into account all community problems. To ignore the vicious neighborhood surroundings that have been a contributing factor in the child's problem of adjustment would nullify much of the constructive work of the school program.

b. COOPERATING AGENCIES

Some of the local organizations that assist in providing approved recreational facilities for school pupils are:

Big Brother and Big Sister Organizations
Boy Scouts
Campfire Girls
Church and Sunday School Clubs
4-H Clubs
Grange
Hi-Y Clubs
Knights of Columbus
Settlement House Clubs
Young Men's and Young Women's Christian Associations
Young Men's and Young Women's Hebrew Associations

To work out a plan for the correction of home and neighborhood problems requires the assistance of social agencies, city or county officials, the probation service, and the court.

The School Child and the Juvenile Court

If a school child is involved in any case requiring court action, the home and school visitor should assist the court in making a wise disposition of the case by submitting a complete case history of the child's physical, mental, emotional, and environmental problems.

a. CHILD. A minor under eighteen years of age.

b. NEGLECTED CHILD. The term applies to a child who is abandoned by his or her parent, guardian, custodian, or legal representative; who lacks parental care by reason of the fault or habits of his or her parents, or those in parental relation; whose parent, etc., neglects or refuses to provide proper or necessary subsistence, education, medical or surgical care, or other care necessary for his or her health, morals, or well-being; whose parents, etc., neglect or refuse to provide the special care made necessary by his or her mental condition; who is found in a disreputable place or associates with vagrant, vicious, or immoral persons; or who engages in an occupation, or in a situation, dangerous to life and limb, or injurious to the health and morals of himself or herself or others.

c. DEPENDENT CHILD. This term applies to a child who is homeless or destitute, or without proper support or care, through no fault of his or her parent, guardian, custodian, or legal representative.

d. PROCEDURES TO BRING A CASE TO ATTENTION OF COURT. The services of the Juvenile Court may be obtained upon the petition of any citizen resident of the county, setting forth that (a) a child, giving his or her name, age, and residence, is neglected, dependent, or delinquent, and is in need of care, guidance, and control; (b) the names and residences of the parents, if any, or of his or her legal guardian if there be one; (c) the name and residence of the person or persons having control of the child; and (d) the name and residence of the nearest relative if no parent or guardian can be found; also, upon commitment by a magistrate, alderman, or justice of the peace.

e. RULES TO BE OBSERVED:

The child shall not be confined in a jail or police station pending a hearing. A Detention Home should be provided.

The time spent in a Detention Home should be as short as possible, and the time should be used to make further study of the child's case.

The child should never be taken to court for the purpose of frightening him.

PENNSYLVANIA INSTITUTIONS FOR DELINQUENT CHILDREN

NAME OF INSTITUTION	TYPE OF SERVICE	AREA SERVED	ADDRESS
Boys' Home	Boys committed by Berks County courts	Berks Co.	Reading
Gannondale School for Girls	Juvenile court cases		Erie
George Junior Republic of Western Pennsylvania	White boys, 10 to 19		Grove City
Gumbert Industrial School for Girls	From juvenile courts	Allegheny Co.	Pittsburgh
Harborcreek Training School for Boys	Juvenile court cases	Erie Co.	Harborcreek
House of the Good Shepherd	Colored girls over nine		Germantown, Philadelphia
House of the Good Shepherd	White girls over six		Philadelphia
Juvenile Detention Home	Juvenile offenders under 18	Allegheny Co.	Pittsburgh
Lancaster Shelter Home for Girls	8 to 16 years of age	Lancaster Co.	Lancaster
Lourdesmont Training School	White girls and women		Clarks Summit
Marymount-on-Schuylkill	White girls 14 years and over		Reading
Our Lady of Charity Training School, nonsectarian	White girls		Pittsburgh
Pennsylvania Industrial School*	Boys and men, 15 to 25	State	Camp Hill
Pennsylvania Institute for Defective Delinquents*	Boys and men, 15 to 25	State	Huntingdon
Pennsylvania Training School*	Boys and girls under 21	State	Morganza
Philadelphia Protectory for Boys and LaSalle School	Boys		Phoenixville
Rotary Home	Boys, 8 to 16 years of age	Lancaster Co.	Lancaster
Sleighton Farm School for Girls	Girls committed by courts		Darling P. O.
State Industrial Home for Women*	Over 16, committed by courts	State	Muncy
The Elliott House	White truant boys	Philadelphia	Philadelphia
The Glen Mills School	Boys committed by courts		Glen Mills
The Luzerne County Industrial School for Boys	Committed by juvenile courts	Luzerne Co.	Kis-Lyn
Thomas Shallcross School	Boys	Philadelphia Co.	Philadelphia
Thorn Hill School	Boys from juvenile courts of Allegheny County		Pittsburgh
Toner Institute	Boys		Pittsburgh

* State-owned.

In all cases of dependency and in many cases of delinquency the child should not appear in the court room. The referee system places the child upon probation without his coming into court.

A child's case should always be taken to court on petition instead of on a warrant.

Juvenile hearings should be separate and apart from regular court sessions with only those persons present who have a legitimate interest in the child's case.

When commitment is necessary, it should be done as a type of treatment or education and training. For the first offense a parental school as part of the public school system is usually preferable to commitment to a State institution.

Cooperating Agencies

Agencies to protect deliuquent children include—

The probation service
Children's agencies
Family welfare agencies
Church organizations
Service clubs

Institutions for Delinquent Children

See listings on page 102.

Techniques to Be Employed

The techniques used by the home and school visitor are those common to all forms of social case work, namely: investigation, diagnosis, plan of adjustment, corrective work, and periodic follow-up. The listing of these various aspects of the work of the home and school visitor should not be taken to mean that they are completely separate activities that must follow in a given order. When the investigator first studies a case he is likely to be making a hypothetical diagnosis, but as he gets into the case he is quite likely to change his prognosis as to causative factors and trends. In fact, he may, and probably should, change his ideas as to the essential information several times before he decides to act. However, the steps suggested represent a logical order of procedure in which most workers would attack the problem of understanding properly any maladjusted child.

1. Investigation and Diagnosis

The first formal investigatory step in helping the child should be the careful study of his previous records.

a. PREVIOUS RECORDS

These records should include evidence as to the child's physical condition, objective test evidence as to the child's mental and educational capacity, school records as to quality of work done and attendance, social and personality development, and any recorded statements or anecdotal reports of behavior which may have been made by his former teachers. Records of older pupils may include reports of social agencies and, occasionally, court records either on the pupil or his family, or both.

These records should be brought up-to-date. This may involve either a physical re-examination or a more elaborate and intensive physical examination. Further psychological and psychiatric examinations should be used not only for verification purposes but also for ascertaining more recent behavioral developments. A further examination of the child by the psychologist, using the Vineland Society Maturity Scale, may add significant information concerning the child.

b. INTERVIEW

While there is no reason why the child should be avoided while the records are being collected, inspected, and elaborated, the more lengthy interview with the child will most effectively follow a thorough study of all such information. In some instances, the interview with the child may be followed by interviews with the parents or other interested adults who may choose to come to the school in the child's interest.

When space may be obtained, there should be a small room, simply furnished, available for the home and school visitor in which to hold interviews with children, parents, or other school officials. The setting in which the child's problem is discussed frequently affects the attitude of the parent or child as to the lightness or seriousness of the child's problem and strengthens the confidence of the parent and of the child in the ability of the worker. The mention of such facilities should not be taken to mean that interviews can be conducted only under such circumstances. Numerous very valuable interviews have occurred on street corners or while riding in an automobile.

The interview with the child is the most important tool that can be used to win the confidence of the child and to bring about changes in attitude necessary in solving the problem of maladjustment. It is during the interview that the home and school visitor builds up a friendly relationship with the child that will enable them to discover

together the cause of the difficulty. Children seldom know the reason for their antisocial acts. Conflicting emotions rooted in some school, home, or neighborhood difficulty are usually the causes of misbehavior. For this reason the interview with the child should follow closely the act which showed his antisocial tendencies. In special cases with more mature students, the interview should be by appointment, with both pupil and home and school visitor prepared to discuss the underlying causes of the maladjustment. There should also be a definite time during the day when pupils or parents may go voluntarily to the home and school visitor to discuss problems of which the school had not been aware.

The parent should be encouraged to come to the school to discuss the child's problems with members of the school staff. In these interviews the school may learn much of the child's home difficulties. The parent may also learn about the standards and ideals of the school. In this way cooperation in assisting in the development of these ideals may be developed in the parent. The attitude to be taken with both parent and child should be one of friendly interest, sympathetic not sentimental, and always unprejudiced. An attitude of preaching, grilling, or punishing should be avoided. The interview should be at a time when neither parent nor home and school visitor is tired or hurried.

c. CONFERENCE WITH TEACHERS AND PRINCIPAL

In order that the child's problem may be seen in the same light by all members of the school who are working for the adjustment of difficulties, group conferences are necessary at times. These groups should be as small as possible in order that only those persons who are needed to make the child's adjustment shall be present when the problem is discussed. Conferences between the home and school visitor and individual members of the staff should be held frequently. These should be held not only during the early steps in the study of the case but also throughout the follow-up period. Such conferences, if used wisely, will serve as a means of increasing cooperation of the other members of the school staff with the work of the home and school visitor.

d. THE HOME VISIT

To work with a maladjusted child without having first hand information concerning his home is like trying to drive a car on a dark night without any lights. It should be kept in mind that the purposes of such visits are:

(1) To establish friendly relationships
(2) To study home conditions
(3) To learn the attitude of the parent toward the child and toward the school
(4) To find out the child's special difficulties
(5) To learn his attitudes, habits, and associates

The home visit should be made with the utmost tact and friendliness. The home and school visitor should have studied the child's background sufficiently to find some point of common ground on which to meet the parent. Lacking any other point of common interest, the school subject or activity in which the child is most successful might be mentioned. With tact and patience, the home and school visitor will succeed in developing rapport necessary to win the cooperation of the normal parent in assisting in the program for the child's adjustment.

The use of notebook and pencil should be avoided while making a home visit. Names and addresses may be written on slips of paper carried in the pocket or pocket book. It is best to try to remember a few facts during each visit and to make note of these as soon as possible after leaving the home of the person interviewed.

If possible, the home and school visitor should make it a point to get in touch personally with interested relatives or other persons who may have had some significant contacts with the child.

e. DIAGNOSIS

After all available sources of information have been tapped and the child's situation has been studied from various angles, an attempt should be made to decide upon underlying causes, interpretations to be placed upon his different acts, and possible lines of future action. Such diagnosis of the child's problem should be made jointly by the school superintendent or principal, the guidance counselor, the teacher, and the home and school visitor. Sometimes the special education teacher or supervisor will attend this meeting. This work will require either individual or group conferences. When the diagnosis is made, it should be based on the findings of the investigation. It is not sufficient to know that the child has an antisocial tendency. It is not sufficient that the cause of this tendency is known. What leading modern specialists suggest as a means of solving the problem must also be known. Opinions based on preconceived opinions and prejudices should be carefully avoided.

No hesitation should be felt in changing the diagnosis and in making some other attempt to facilitate adjustment. Not infrequently, it is necessary to hold tentatively to several possibilities until a definite course of action can be decided upon.

2. Adjustment Program

An adequate adjustment program should include well-made plans for improving the adjustment of the child, the carrying out of those plans by all concerned, and the follow-up to see what results have been accomplished. The treatment of the individual child's problem will depend upon available services for the correction of physical and emotional handicaps and the ability of the school to persuade teacher, parent, and community to join in this service for the child.

The plan of adjustment of the child's problem must always be an individualized program. Since social maladjustment is the result of a faulty environment, the factors must be analyzed carefully. The plan of adjustment may be a very simple and inexpensive one. Much may be done with so little cost if someone cares enough to do it. The determining factor in every plan is the "present need in the light of past circumstances and future possibilities." This program may sound formidable for the average school, but the workers in the field have reported that many times the solution is quite simple. Impudent little Annie just "wanted the teacher to smile at her about once a day." Little "Truant John's" eyesight was so poor that he could not see the words. Since he had never seen the words he failed to comprehend what the teacher was talking about. He ran away from school because he "just couldn't seem to understand." Little George, "the thief," stole pencils to give to the big boys so that they would not call him "Orphan Baby." A part of every program for the social adjustment of the school child, and the only program necessary in some cases, is that someone understand children who need the interest and affection of an adult.

While the purposes of an adjustment program are likely to be stated in general terms, they should be supported or elaborated by means of specific things to be done by the home and school visitor, by the parents of the child, by the child's teacher, by the administrator, by community agencies, and by the child.

The plans that are made should have the following characteristics:

Within limits, the purposes and meaning of the readjustment program should be known by the child in whose interest it is

being developed. For the most part, this will mean to the child that he is working toward a better adjustment with his fellow classmates, his home, his school, or his community, than was previously the case. How much detail concerning the fundamental motives or contributing factors behind his changing adjustment may be told the child depends upon his age, his insight, the nature of his maladjustment, and what the psychologist, psychiatrist, or the physician may advise. In some instances, therefore, it may be better for the child to be aware of the changes indicating better adjustment rather than the basic causes responsible for maladjustment.

The adjustment goal set up must be reasonable. It must be attainable in the light of available facilities or of those which can be attained with reasonable effort. This goal must be socially meaningful and acceptable to the child. To get a child who may in all probability have to spend a large part of his early life in a neighborhood where the economic status is one of deprivation to adjust to the standards of a neighborhood where the economic status is one of plenty, is to defeat the purpose of the adjustment program.

While the adjustment program will eventually have its larger aspects, it must be reduced at first to specific limits of behavior. To get a child to adjust by "being honest" is acceptable as a general aim. But in the process of his becoming honest, he must learn to conform to such behavior limits as "not stealing apples from Tony," "not looking on someone else's paper," and "playing fair" in games.

The adjustment program must be such that the child can see, with the help of the home and school visitor or of some other interested adult, that he is making progress. This means that the child should have a part in the keeping of records on his difficulties and accomplishments, that he should be helped in such a process, so that he can understand them and can observe them. This is possible, whether it pertain to the number of headaches (with and without glasses), the number of stealings, the number of times he has to remain after school, or the number of words he can read understandably, in a given amount of time.

a. PUTTING THE PROGRAM INTO EFFECT

Once a corrective program is definitely planned, putting it into operation is a relatively simple matter. The function of the home and school visitor in this connection may be either to carry out the specific details or to find the agency to assume the responsibility and then see that the child has access to the agency. Tact will be needed on the part of the home and school visitor in enlisting the active cooperation of a number of agencies in the interest of a given child.

b. THE FOLLOW-UP

Following through on an adjustment program to see if the desired results are being accomplished is one of the most important functions of the home and school visitor program. The work of the home and school visitor is with children who need to form new habits. These habits can be formed only through repetition. The desired behavior will develop gradually over a sustained period of time. Since many of these new habits have to operate in an adverse environmental situation, it is all the more necessary that periodic follow-ups be made, the frequency and duration of them to be determined by the condition being corrected, the nature of the child, and the total situation within which the new habits must operate.

3. Maintenance and Use of Records

Keeping records means nothing unless they are used. The increased emphasis upon the use of cumulative folders that can be used throughout the public school educational experience of a child proves their importance. There are instances, however, when the social records of the maladjusted child should be kept separate from the pupil's cumulative records. The folder containing these records should be filed in the conference room, and should be available only to those people who are assisting in the solution of the child's problem.

The records should be simple in form so that they may be easily interpreted by anyone to whom the record is made available. A case history sheet may be used to record facts obtained from school records, from the records of other social agencies, and from facts learned during the interview with the child or parent. With this case history sheet there should be a chronological record in which each contact is recorded under the date on which the contact was made. The items recorded in the chronological history should be correctly dated, and should include the names and addresses of persons interviewed, information concerning the child and his family, and their reactions to specific problems. The records should give a vivid and concise picture of the child in the family and neighborhood groups. In addition to the social history there should be filed a duplicate copy of the health record, including dental record, copies of intelligence and achievement tests, scholarship record, record of interests and attitudes, and extracurricular activities. These social records will contain much information learned during the various interviews which should be considered confidential and treated as such. All cases should be periodically

reviewed and summarized. The use of the child's picture in these records will increase their value and will help the home and school visitor to associate names with faces.

If the data on these records are to be used for research purposes, it would be well to assign each case a number and use that number on all records kept in the home and school visitor's general file. There should also be kept a confidential small card file giving the names and number of each case. Another small card file would facilitate systematic follow-ups. By putting John Smith's card under the date of April 15 and taking the cases on the days they fall due the visitor will insure proper check-ups with a minimum amount of bookkeeping.

The school attendance data and the reports submitted to the Division of Child Accounting and Research of the Department of Public Instruction should be accessible to the home and school visitor. All attendance, age, grade, and school progress reports should be studied carefully by the home and school visitor of the school district for the purpose of discovering and correcting individual and group maladjustments.

The use of such records in the ways indicated throughout this bulletin will soon make apparent their value. Certain agencies outside the school should know of the availability of the records of the home and school visitor or should be supplied periodically with the information for which they have need. Such agencies include local relief agencies interested in the child's family problems, child-placing agencies, mother's assistance worker, and the juvenile court and probation officer.

Section 6.

SCHOOL HEALTH SERVICE

Medical Inspection and Hygiene

Legislation governing the biennial medical and dental examinations of children of school age and other personnel in connection with the public and private schools of the Commonwealth defines certain terms in connection therewith, as follows—**[1401]:**

> "Children of School Age" includes all children attending, or who should be in attendance, in elementary or high school grades, either public or private, in Pennsylvania.

"Teachers" includes professional employes, temporary professional employes, substitutes, and instructors in public and private schools.
"Other Employes" means janitors, bus drivers, cooks, and other cafeteria help, and all others employed at schools.
"Medical Examiner," under the provisions of Act 16 of April 6, 1951, means a physician legally qualified to practice medicine and surgery, or to practice osteopathy or osteopathic surgery, in the Commonwealth, who has been appointed or approved by the Secretary of Health.
"Dental Examiner" means a doctor of dental surgery or dental medicine legally qualified to practice dentistry in the Commonwealth who has been appointed or approved by the Secretary of Health.

Medical and Dental Examinations

All children of school age during the time they are members of the first, third, fifth, seventh, ninth, and eleventh grades in any school; teachers, janitors, cooks and other cafeteria help, and all others employed at schools shall, at least once in every two years, be given a complete medical and dental examination by medical and dental examiners appointed by the Secretary of Health in fourth class districts; and by medical and dental examiners appointed or approved by him in first, second and third class districts. Teachers and all other school employes shall be given a complete medical examination every two years. Examinations herein provided may be made during the nine months period immediately preceding enrollment in the first grade. Children so examined shall not be required to undergo an examination during the time they are members of the first grade. (Amended August 10, 1951, P. L. 1231.)—**[1402].**

Place of Examinations

The medical and dental examinations shall be made in health rooms, clinics, or rooms designated for such special purpose that are equipped with the necessary accessories to insure privacy, as well as adequate light and heat. Medical examinations require sufficient clothing to be removed to permit a complete examination, including X-rays and such other examinations as are deemed necessary by the examiners. School districts and private schools may make arrangements for the use of hospital laboratories and facilities for examinations subject to the approval of the Department of Health and the Department of Public Instruction—**[1403].**

Miscellaneous Data Pertaining to Examinations

The rate of medical examination shall not exceed four children, teachers, or other employes per hour. Dental examination must not be in excess of eight children per hour. All medical examiners shall be assisted by a registered nurse while dental examiners may be assited by a registered nurse, dental hygienist, or other assistant during the examination. Parents of children of school age are to be advised in advance as to the date of examinations and are urged to be present. Reports of the examinations are made by medical and dental examiners to the proper school officials and to the Department of Health. Recommendations as to medical, surgical, or dental care are to be sent to each parent or guardian—**[1404-1406].**

Examinations by Examiners of Own Choice

Any child of school age, teacher, or other employe may meet the requirements of the law by submitting to the local school officials a medical or dental report of examinations made at his own expense by a medical or dental examiner of his own choice and approved by the Department of Health—**[1409].**

Medical Examiners for Special Purposes

In addition to the medical and dental examinations previously referred to, school districts of the first, second, and third class shall annually appoint medical examiners whose duties include the vaccination of children of indigent parents, official revaccination of children having temporary vaccination certificates, physical examinations of applicants for employment certificates, the conducting of classroom inspections where pupils are exposed to contagious diseases, or suspected contagious diseases, and other duties required by the board of school directors or the Secretary of Health. They shall also make annual sanitary surveys of the school buildings and grounds—**[1421].**

Sight and Hearing Tests

Sight and hearing tests of the pupils shall be made by medical examiners in each school district once in each school year. Such tests for hearing shall be made with audiometers or with other scientific devices, approved and provided by the Department of Public Instruction. Rules and regulations for carrying out such tests shall be provided by the Department of Public Instruction. The Superintendent of Public Instruction is required to appoint a specialist for sight and

hearing who will assist medical examiners in making sight and hearing tests in the public schools. The Superintendent of Public Instruction shall also appoint a specialist to supervise audiometric tests. Such person will supervise the use of audiometers and other scientific appliances, and perform such other duties as may be assigned by the specialist for sight and hearing—**[1422-1423].**

Special Examinations

If at any time during the school year a district superintendent or supervising principal discovers the need of a special examination for a school child or employe, he is required to refer the case to the responsible medical examiner for special consultation and recommendation. If, in the opinion of said official, the case justifies further study, he may recommend such to a properly qualified psychologist or psychiatrist for examination. If the psychologist or psychiatrist deems advisable further treatment of such pupil in an approved behavior clinic or psychiatric clinic, the pupil may be referred to such clinic for treatment—**[1424].**

Objections to Examinations or Treatments on Religious Grounds

No pupil, teacher, or other school employe may be compelled to submit to any medical or dental examination or treatment when such teacher, employe, or parent or guardian objects to the same on religious grounds—**[1437].**

School Nurses

Any board of school directors, or boards of school directors jointly, shall employ one or more school nurses, and shall define their duties. Such nurses shall be graduates of accredited schools for nurses, certificated by the Department of Public Instruction as school nurses, and shall be registered in Pennsylvania with the State Board of Examiners for the Registration of Nurses— **[1429].**

Functions of the School Nurse

Some of the more important functions of the school nurse may be listed as follows:

1. Interprets to the parents or guardians the health services of the school and their relations to the home and community facilities.
2. Cooperates with school administrators, physicians, and dentists in explaining rules and regulations affecting school health procedures to the school staff, the parents, and others in the community.

3. Aids parents through conferences at home and in school to plan a home environment which protects the health and general well-being of their children.

4. Aids in helping to expand community health facilities, by serving on health committees, by assisting with community projects, and by aiding in securing health information.

5. Assists school administrators, physicians, and others in establishing procedures for carrying out the school health service program.

6. Assists the examining physician with health examinations and assists the examining dentist if a dental hygienist or clerical assistant is not available.

7. Secures complete data on pupils' health records, including medical history, immunization, audiometric tests, and teachers' and nurses' observation reports.

8. Interprets to teachers, parents, and children the findings of the health examinations.

9. Works cooperatively with the local health councils, under the supervision of the local school administrators and aids in developing such councils where they have not already been established.

10. Aids in the control of the spread of communicable diseases in school by acquainting teachers with suspicious signs and symptoms which should be reported immediately to the physician or nurse serving the schools.

11. Interprets to teachers and parents, when necessary, regulations regarding control of communicable diseases.

12. Aids in the development and use of records and interprets the recorded medical and dental findings to teachers, parents, and other school personnel.

13. Aids parents or guardians through follow-up service to correct their children's defects by use of existing medical, dental, and other community resources.

Dental Hygienists

Any board of school directors, or boards of school directors jointly, may employ one or more dental hygienists, and define their duties. Such dental hygienists shall have completed a curriculum in dental hygiene, have been licensed by the State Dental Council and Examining Board, and have been certificated as public school dental hygienists by the Department of Public Instruction—**[1430].**

Advisory Councils

Each district superintendent in school districts of the first, second, and third class, and each county superintendent in all districts under his supervision, is required to set up an advisory health council to study the health needs of the district, and to provide for an adequate

follow-up program. It is also provided that those making the medical and dental examinations shall report to the respective advisory council and indicate what remedial work has been accomplished. The advisory council in each area served shall be comprised of representatives of the medical and dental associations, social organizations, veterans' organizations, parent-teacher associations, service clubs, and other organizations in the area—**[1436].**

Public Assistance for Medical, Dental, and Surgical Care

If the record of the medical or dental examination of any child discloses a condition which requires medical, dental, or surgical treatment and the parent or guardian states to the school authorities that he is financially unable to have a physician or dentist of his choice render such care, he shall be advised that the cost of such care will be provided if application is made to the appropriate county board of public assistance. When any such application is made, the county board of assistance shall authorize payment for necessary medical, dental, or surgical care as assistance, as defined in the standards, rules and regulations established by the Secretary of Public Assistance, in consultation with the Secretary of Health and the Superintendent of Public Instruction, and with the approval of the State Board of Public Assistance. In instances where it appears that the parent or guardian was financially able to pay for the medical, dental, or surgical care, for which payment was made on the authorization of a county board of assistance, the Department of Public Assistance shall have full recourse to recover the amounts thus expended from the parent or guardian liable for the support of such child, as provided in the support law—**[1438].**

Pupils with Communicable or Infectious Diseases

The following interpretations of the Department of Health Regulations involving exclusion periods for communicable diseases as applied to children of school age have been prepared by the Bureau of Health Conservation, the State Department of Health:

1. When a case of measles, German measles, whooping cough, chicken pox, or mumps develops in a family having more than one child of school age, any other children in the family not affected may attend school whether or not they have had a previous attack of the disease.

Form HHC 43

COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF HEALTH

TEMPORARY SCHOOL EXCLUSION NOTICE

..... 195....

To the Parent or Guardian:

Name of Pupil ..... Age .....

Residence .....

Under the provisions of the Act of June 28, 1923, and regulations, the pupil named above is hereby temporarily excluded from school because of symptoms suggestive of communicable disease or condition transmissible to others. For the welfare of this child and the safety of others a physician should be consulted at once.

Issued by order of the SECRETARY OF HEALTH.

....
TEACHER ADDRESS

If upon examination by the family physician it is found that the pupil referred to above does not have a communicable disease or condition transmissible to others, the pupil can be *immediately* returned to school on Form 39-B provided for this purpose.

Should diagnosis or investigation establish the existence of a quarantinable communicable disease or a reportable communicable disease the return of the pupil to school will be in accordance with the Rules and Regulations. Form 42, Postal Card Notice to Teachers, issued by the Sanitarian or Health Officer, will govern the case involved.

NOTE: Rules and Regulations provide that every physician who shall treat or examine *any person* suffering from or affected with any disease declared to be *notifiable* shall report the fact to the Department of Health through the Sanitarian on the Morbidity Report, Form 34. (See Section I of the Act of June 28, 1923, as amended May 20, 1937.)

2. When a child is reported absent from school under suspicion of having measles, German measles, whooping cough, chicken pox, or mumps, the period of exclusion, unless a physician's certificate indicates the suspicion to be unfounded, shall be: measles, ten days; German measles, seven days; whooping cough, four weeks; chicken pox, until crusts have disappeared; mumps, until swelling can no longer be felt; and tonsillitis, until a physician certifies recovery.

The date of onset is the date of appearance of first symptoms. If a teacher has reliable information from any source as to the day on which the pupil has become ill, she may use this date in reckoning the exclusion period.

If a teacher has no knowledge of the date of onset, she reckons exclusion from the first day of absence.

3. When a pupil is temporarily excluded from school because of symptoms suggesting measles, German measles, whooping cough, chicken pox, or mumps, a teacher should use Health Department Revised Form HHC 43 to notify the parent or guardian that children have been excluded on suspicion of having a communicable disease or infectious condition.

At the same time the teacher notifies the health officer on Form HCH 13038.

Form HCH 13038

TEACHER'S REPORT TO HEALTH OFFICER (Sanitarian)

To the Health Officer (Sanitarian):

..... a pupil attending the

..... School, ... Twp. Boro.

residing at .....

Parent's Name ..... was this day excluded from school attendance under the provision of the Rules and Regulations adopted by the Advisory Health Board April 18, 1941, because of symptoms suggesting Measles, Whooping Cough, Chicken Pox, German Measles or Mumps. Underline cause for exclusion.

.....
PRINCIPAL OR TEACHER

..... 195.....

.....Address

It becomes his duty to make at least one visit to the home and additional visits as may be necessary for those homes that are placarded. He will at the time of his investigation advise the householders as to their responsibilities. At the same time, he will mail back to the teacher Form HHC 42, postal card form, page 118, stating the disease and the period of time that the child will be excluded from school. *In the case of quarantinable diseases he will state that the child will return upon the release of quarantine Form HCD 38 issued by the sanitarian or health officer.*

Form HHC 42

COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF HEALTH

NOTICE TO TEACHERS

You are hereby notified that .....

living at home in .....Twp. has

..... and must not be

re-admitted to school until .....

.....

.....San. Of.

..... 19... ..... P. O.

Definite responsibility is placed on the school authorities for the exclusion of pupils and for notifying the health official of such exclusion. Form HHC 43 should also be used to advise the health official of children who are absent from school when the teacher has a suspicion that a contagious disease might exist. Nearly all rural epidemics result from laxity in notifying the health authorities of the existence of the first cases.

Measles, German measles, whooping cough, chicken pox, and mumps do not require a doctor's certificate for the pupil to return to school but such return shall be governed by the date given in the directions on the postal card, Form HHC 42, sent to the teacher by the health official after making his investigation.

The regulations no longer require quarantine of the five minor diseases, namely, measles, German measles, whooping cough, chicken pox, and mumps, but they do require that the child who has any of these diseases shall be restricted to his own premises during the period of exclusion.

When reporting the presence of diphtheria, cerebrospinal meningitis, scarlet fever, or any other of the quarantinable diseases, the health officer will indicate on Form HHC 42 that the patient and any other child in the family must not be readmitted to school until he or she presents to the teacher a proper form signed by the health officer.

4. When a school district employs a school physician, such physician

Form HCD 38

COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF HEALTH

CERTIFICATE OF RELEASE FROM QUARANTINE

To the Teacher of any Public School or to the Principal, Superintendent, Teacher or other person in charge of any Private, Parochial, Sunday or other School:

This is to certify that the premises of .....

..... Twp., within which .....

recently existed was released from quarantine on ..... in accordance with the rules and regulations of the Department of Health.

The school children in this household may attend day and Sunday School after .....

..... Health Officer

..... P. O.

Date, ... 195..

N. B. This card must be mailed to the Teacher, Principal or other person in charge of the school.

must diagnose cases found in the schools and report them to the health officer exactly as he would, had he discovered the cases in private practice. Where immediate diagnosis is not possible, report should be made to the health officer, indicating the disease suspected, with a request for observation quarantine pending definite diagnosis. The school physician should never exclude a child from school without reporting to the health officer.

5. Health officers must notify school authorities with respect to every case of communicable conditions reported to them. Pupils under quarantine and their household contacts *cannot return to school without the health officer's certificate.*

6. Children suffering with any skin infection may not remain in school under treatment even where a school nurse is employed. Under present regulations children with infectious skin conditions are not permitted to attend school.

However, any child or other person suffering from *ringworm of the scalp shall be admitted to school* under the following conditions:

The child must be under treatment.
While in school the child must be under the constant supervision of the school physician, nurse, or teacher.
The child must wear his own snugly fitting skull cap made of any closely woven washable material and large enough to cover the hairy part of the head. The cap must be worn constantly from the time the child leaves home until he returns.
The child must not be permitted to swim or engage in any personal contact exercises.
The child must have at the school a paper container, (e. g. a shopping bag) in which to keep his cap, hat, scarf, or any other article of clothing coming in contact with the head. These containers and their contents and the child's coat, jacket, sweater, etc., shall be accommodated in closets or cloakrooms not used for the clothing of unaffected pupils.

7. Diseases likely to be encountered which are termed infectious and therefore transmissible in their communicable stages, are: anterior poliomyelitis, epidemic meningitis, diphtheria, scarlet fever, measles, German measles, chicken pox, whooping cough, mumps, impetigo, tinea circinata (ringworm), scabies (itch), contagious conjunctivitis (pink eye), pediculosis capitis, pediculosis corporis, tonsillitis, trachoma, favus, tuberculosis, and syphilis. The disease gonorrhea is transmissible in all stages.

8. If it is definitely known that the absence of a pupil has not been due to his own illness or to that of any other member of his family, there is no occasion for referring him to the school physician before readmission. However, in districts where a school physician is available, other absentees may be referred to him if they have been absent forty-eight hours or more.

In Official Bulletin 10 of the Rules and Regulations of the State Department of Health, as amended June 4, 1942, the following provisions are indicated:

No child or other person suffering from acute contagious conjunctivitis (pink eye), impetigo contagiosa, pediculosis capitis, pediculosis corporis, scabies, tinea circinata, tonsillitis, trachoma, or favus shall be permitted to attend any public, private, parochial, Sunday, or other school or college. The teachers of public schools and the principals, superintendents, teachers or other persons in charge of private, parochial, Sunday or other similar schools or colleges shall exclude any such persons from said schools, such exclusions to continue until the case has recovered. No child or other person who has been excluded or who has been absent from any school by reason of having or on suspicion of

having had acute conjunctivitis (pink eye), impetigo contagiosa, scabies, tinea circinata, tonsillitis, trachoma, or favus shall be readmitted except with a certificate of recovery from a physician.

Recovery is defined in cases of pediculosis capitis as a complete absence of lice and nits. The presence of nits in the hair or scalp will invariably result in the recurrence of lice.

Under normal conditions with proper treatment, infestation should be corrected within from three to seven days. Where there is evidence of the lack of cooperation in the home and the children are absent from school for a longer period, this absence should be referred to the school attendance officer for follow-up under the procedure outlined in Sections 1333 and 1354 of the School Laws on the ground that after such a lapse of time the pupil is unnecessarily and, therefore, illegally absent from school. When there is a recurrence, from three to seven days should be sufficient to clear up the condition and in case of failure to clear up the condition the procedure of notifying the school attendance officer shall be repeated.

In school districts of the first, second, and third class, and those school districts of the fourth class employing a school physician, pupils or other persons excluded from school on suspicion of having a contagious disease or infectious condition or who have been known to have one, should be referred to the school physician for examination before they return to classes whether or not the pupil submits a certificate from the family doctor indicating recovery.

Quarantine

Excerpts from regulations of the State Department of Health:

Quarantine is defined as the sequestration of persons, animals, or objects definitely infectious or known to have been exposed to infection for the purpose of limiting the spread of a communicable disease. It may be applied to individuals, households, or communities and may be enforced by placing guards. It shall include the posting of a placard at one or more entrances to the quarantined premises or area which shall state the name of the disease for which the quarantine is imposed; a warning that the premises or area is under quarantine, and that none except the attending physician or physicians and trained nurse or nurses shall enter or leave without the permission of the health authorities; and the penalty for violation of the quarantine.

The duration of quarantine, whenever a definite number of days is specified, shall be calculated from the date of appearance of first symptoms of the disease.

No child or other person residing on the same premises with a person suffering from any disease hereinbefore declared to be quarantinable shall be permitted, except with the consent of the health authorities, to attend any place of amusement, church, or other public gathering or to be exposed on any street or highway or in any shop, store, factory, or other place of business or to attend any public, private, parochial, Sunday, or other school and the teachers of public schools and the principals, superintendents, teachers, or other persons in charge of private, parochial, Sunday, or other schools are required to exclude any and all such persons until receipt of written notice from the health officer that quarantine has been removed.

No physician or other person, except the health officer or other representative of the health authorities, shall grant permission for any person to remove from the premises on which a case of quarantinable disease exists.

No parent, guardian, or other person responsible for a child suffering from measles, whooping cough, chicken pox, German measles, or mumps shall permit the child to attend, nor shall any other person suffering from any of these diseases attend, within the intervals specified below for each of the diseases mentioned, any public, private, parochial, or other school. Any child or other person suffering from any one of the diseases mentioned above shall be restricted to his own premises during the interval referred to:

Measles—10 days from onset of illness.
German measles—7 days from onset of illness.
Whooping cough—4 weeks from onset of illness.
Chicken pox—until all crusts have disappeared.
Mumps—until swelling can no longer be felt.

Teachers and others in charge of any public, private, parochial, or other schools shall not readmit during the above-mentioned intervals any child who has been absent because of illness from measles, whooping cough, chicken pox, German measles, or mumps.

School physicians shall exclude from school any child suffering from measles, whooping cough, chicken pox, German measles, or mumps. When no school physician is employed, school teachers shall likewise exclude any child suspected by them of having any of these diseases.

Any child so excluded either by a school physician or by a teacher shall not be readmitted to school in less than the interval of days prescribed for each disease, unless a physician certifies that the child was not suffering from the disease suspected nor from any other communicable disease.

Section 7.

SPECIAL EDUCATION SERVICE

Special education service functions primarily through a program of activity under the immediate direction of county supervisors of special education. The duties of these supervisors are mandated in Sections 1059 and 1060 of the *School Laws of Pennsylvania*. Duties outlined in Section 1059 follow:

> . . . to examine and investigate the abilities, disabilities, and needs of exceptional children in the schools, to make recommendations concerning the instruction of such children, and to supervise such instruction . . . to make reports to the judge of the juvenile court, upon request by such judge, concerning any child who is a resident of a school district that is under the jurisdiction of the county superintendent of schools.
> . . . to assist the county superintendent in the preparation, administration, and interpretation of examinations for promotion or graduation, when so directed by the county superintendent.

Services Offered

According to the general legal provisions governing the type of extended services to be rendered, county supervisors of special education shall:

> Help teachers in identifying slow-learning children as early as possible so that these children need not experience continual failure and frustration in situations where there is no hope for success.
> Assist administrators in interpreting their local situations and suggest feasible lines of procedure to meet the needs of all exceptional children.
> Conduct conferences for teachers and school nurses for the purpose of creating a better understanding of all exceptional children and of suggesting improved techniques in teaching and testing.
> Promote guidance of desirable teachers into various fields of special education and cooperate with the colleges in which they are training.
> Cooperate in the promotion of in-service workshops and general curriculum study.
> Cooperate with social, welfare, and school workers for coordination of services.
> Meet with school boards to inform members concerning the needs of exceptional children in their district and to gain their approval relative to materials and equipment.

Plan and set up preschool clinics for the early guidance of all children.
Inform citizens through service clubs, other organizations, and the press about available services for exceptional children.
Train selected teachers and nurses in how to administer group tests and audiometer tests and in how to assume other designated responsibilities in preschool clinics.
Supervise and follow up recommended training schedules, referrals, and educational plans.
Encourage school districts, not served by the county supervisor of special education, to consider employing a full-time or part-time school psychologist, according to the size of the district.
Perform such other tasks as are assigned by the county superintendent.

The Problem of Maladjustment

A solution to many of the problems of maladjustment in the schools is found through the services of the home and school visitor. However, there are constantly cases of behavior which demand a different type of training and, therefore, a different type of service. Such cases require either the technical skills of the properly qualified public school psychologist, or the service of a child guidance or mental clinic. Maladjustments of this sort are usually caused by a great variety of patterns of related conditions.

Causes of Maladjustment

The more common causes of maladjustment are:

1. Physical Handicaps
   - Defective eyesight
   - Defective hearing
   - Carious teeth and other focal infections
   - Malnutrition
   - Glandular defects
   - Heart defects
   - Defective bones, joints, or muscles
2. Mental and Emotional Handicaps
   - Emotional instability
   - Deficient intelligence
   - Feelings of inferiority
   - Worry
   - Mental conflicts
   - Mental disease
3. Failure in School Adjustment

   The failure of the child to become socially adjusted may be due to forces within the school organizations such as:

Inflexible school curriculum
Unattractive school surroundings
Unenthusiastic, disinterested teachers
Ridicule by teachers or pupils
Lack of educational, vocational, or social guidance
Lack of sympathetic understanding of child with physical or mental handicap
Improper or inadequate motivation
A school program that fails to meet the emotional needs of the child
Class instruction by the teacher rather than individual learning by the child

4. Home and Neighborhood Conditions

Most frequently the child's problem of adjustment is caused by a number of interrelated forces, originating in home and neighborhood influences that bear upon the child's life and affect his attitudes and behavior. Some of these obstacles to the child's social welfare are:

Lack of understanding of school program
Failure in child rearing: overindulgence, lax discipline, indifference, etc.
Emotional instability in parents or others in the household
Inadequate rest and sleep for the child
Neglect or abuse of the child
Illness in the home
Social insecurity
Poverty caused by insufficient income, unemployment, or unemployableness of the wage earner
Working mothers
Demoralizing conditions caused by broken homes, overcrowding, alcoholism, immorality, and criminality
Failure of foreign-born parents to adjust to American standards of living
Lack of recreational facilities
Undesirable associates
Lawlessness

The professional literature on educational and mental hygiene is replete with material on the description, history, and treatment of a wide variety of types of maladjustment in school children. It is not the purpose of this bulletin to present complete descriptions of them, but rather to call the attention of the home and school visitor to certain of these types of maladjustment and to urge more intensive study of them in other sources.

Exceptional Children

The following types of children are considered by the Division of Special Education to be exceptional: the emotionally handicapped; the mentally superior; the mentally retarded; the physically handicapped, including the partially-sighted, the blind, the hard of hearing, the deaf, the speech defective, the crippled, and the physically delicate (cardiac, nutrition, and tuberculous conditions).

1. CHILDREN WITH EMOTIONAL HANDICAPS

According to various estimates, not less than 5 per cent and not more than 10 per cent of public school children are working under emotional handicaps. Literature on this very important problem is taking an increasingly prominent place in the professional preparation of teachers and administrators. Even though many emotional patterns are formed during early childhood, they can be definitely modified, either for better or worse, during the child's school experience. This places particular significance on the early school history of the child from the standpoint of understanding a particular instance of maladjustment and of preventing the occurrence of such maladjustment.

The following typical kinds of emotional maladjustment should be discovered early and corrected:

> The child who has fought to adjust to reality and who, having lost or given up, has reverted to an earlier or more primitive type of behavior. Among others, this would include the spoiled child; the child with an infantile standard of behavior; the sullen child; or the apathetic child. Barring glandular complications, he may be thought of as an emotionally arrested child. Certain of these children are characterized as excessively fearful, over-timid, and over-anxious.
>
> The child who is still fighting to adjust to reality. This would include, among other types of behavior, the child who is over-compensating; who may lie in an attempt to simplify his adjustments; who is over-aggressive; who is unstable in his adjustment to the social group of which he is a part; or who seeks withdrawal from reality by means of daydreaming.

2. MENTALLY SUPERIOR CHILDREN

Since the mentally superior child does not come to the attention of the home and school visitor as often as the other types, he will be passed by here with only these comments:

> As a general rule, he is able to compensate in a greater variety of ways and, being more responsive socially, adjusts readily to the conventions of the school.

When he does not conform, however, it is usually the result of his being bored by the simplicity or the routine nature of his learning tasks.

Mentally superior children are generally superior not only in their mental capacity, but also in their physical, social, and emotional development. They may, however, occasionally have some complicating emotional maladjustments which require the home visitor's attention.

3. THE MENTALLY HANDICAPPED

This group includes those children whose intelligence quotients fall below eighty or eighty-five, and the intelligence quotient range of those who should, therefore, be provided with special-class facilities is from eighty or eighty-five down to fifty. According to Sections 1371-75 of the School Laws, when a child has been designated as a candidate for special education "by a mental clinic, approved by the State Council of Education or by a person certified by the Department of Public Instruction as a public school psychologist or as a public school psychological examiner, special-education facilities shall be provided." Unless this is done by the parent, it shall be done by the district either in a special class in the district, a special class or school operated jointly in another district, an approved institution, or "by providing for teaching the child in his home." If any child is too retarded mentally (usually below I. Q. 50) he may be excluded by the school district according to the procedure described.

The home and school visitor can contribute much to the adjustment of these children by helping the teachers and administrators establish special classes. She also can be of great assistance in helping take children to be examined psychologically or in helping to bring to a particular school a properly qualified person to make such examinations. In instances of exclusion, much help can be given the parents of the excluded children by getting them to realize that it is not fair to expect their child to keep up with others who have developed faster and who have much different interests. In other instances the home and school visitor can help teachers to understand that a child should not be excluded when he really needs to have the educational program individualized to meet his needs.

When a child has been excluded, the home and school visitor should work with the representative of the Department of Welfare in furnishing such records as the school may have on file, that may be of as-

sistance in having the child placed in an institution as quickly as possible if his condition is serious enough to warrant consideration for such placement. Since the waiting lists for admission to these institutions are long, and frequently much time elapses before the child is admitted, the discovery and reporting of the case should be made as early as possible in the child's life. If the mentally defective child is left in the community without proper supervision, he may develop serious antisocial tendencies and become a menace to himself and to the community. It should be remembered, however, that such an excluded child seldom becomes an aggressive type of menace.

4. THE PHYSICALLY HANDICAPPED

The school with adequate medical inspection usually discovers a child with a physical handicap quite early in the child's school life. The home and school visitor should cooperate with the school nurse, the school physician, the family physician, and any other experts in effecting corrections for remediable physical handicaps and in preventing the occurrence of others. Proper educational adjustments should either follow or accompany such corrective activities. The services of the following agencies should be utilized:

(1) Hospitals and clinics. Local and State hospitals and clinics give generously of their services either free or at a minimum cost to needy children at the request of the school.

(2) School organizations. Parent-teacher associations, Junior Red Cross or clubs in the school raise funds to be used for the correction of the physical handicaps of school children.

(3) Service clubs. Rotary, Kiwanis, Lions, Quota, county and State organizations for crippled children, and similar clubs perform a splendid service in helping physically handicapped children.

(4) The home. Sympathy, tact, and patience are needed to persuade the frightened child and the too sympathetic parent to avail themselves of the health services of the community that are frequently offered without charge.

To obtain the consent of the parent of a child with a permanent handicap in making arrangements for the child's placement in an approved school for the instruction of handicapped children is often a difficult task. The law requires that the parent allow a child with a physical handicap to be sent to a school where proper education is

provided for the deaf, the blind, or the crippled, or to provide adequately for his education in the home. If the parent and the child can be brought to see the advantages of such education, and to realize that the admission of the child to the school for special education is a real privilege, the separation of parent and child will be less difficult. The home and school visitor should know personally the directors in charge of these special schools. She should supply the parent with bulletins describing the work and life at the school, and, if at all possible, she should arrange to have the parent visit the institution in order that there may be a better understanding of the place to which the child is to be sent.

In a few instances the home and school visitor may help blind or deaf students who have finished their secondary school work to obtain financial assistance in order that they may pursue advanced work in some technical school or in a college or university. In the case of the young blind or deaf or that of the older student so handicapped, further information may be obtained from the Division of Special Education of the Department of Public Instruction.

Cooperating Agencies

Some of the agencies prepared to assist the school in meeting the needs of handicapped children are:

American Red Cross
Bureau of Mental Health, Department of Welfare, Harrisburg
Division of Special Education, Department of Public Instruction, Harrisburg
Division of School Medical Inspection, Department of Health, Harrisburg
Pennsylvania Association for the Blind
Pennsylvania Society for Crippled Children, and its county units
Pennsylvania Tuberculosis Association
Visiting Nurses' Association

Information pertaining to conditions, particular functions, and costs of Pennsylvania institutions for mentally and physically handicapped children may be obtained from the Department of Welfare, Commonwealth of Pennsylvania, Harrisburg. A bulletin issued by that Department under the title of *Child Caring Agencies and Institutions in Pennsylvania: A Directory,* is available to those who are interested,

APPENDIX

Laws

The laws governing the school attendance of children of compulsory school age are found, in general, in Article XIII of the School Laws of Pennsylvania. Other portions of the basic school law bearing on the attendance of pupils are indicated under the appropriate section numbers. Laws pertaining to child labor and the issuance of employment certificates are given in Article XXXIV, Sections (3401-3441). These may be obtained in pamphlet form from the Department of Labor and Industry. The following sections of the *School Laws of Pennsylvania,* in whole or in part, are inserted for the convenience of the school administrator and other personnel.

Section 517. Attendance; Pupils at State Farm Show.—. . . The board of school directors may also authorize the transportation of pupils to the State Farm Show and to other exhibitions and places of interest, when their attendance at the same is deemed of educational value to such pupils, and may pay the expenses of such pupils, in whole or in part, from the funds of the district. Such expenses shall be paid by the treasurer of the school district, in the usual manner, out of the school funds of the district, upon the presentation of an itemized, verified statement of such expenses. . . .

Section 1301. Age Limits; Temporary Residence.—Every child, being a resident of any school district, between the ages of six (6) and twenty-one (21) years, may attend the public schools in his district, subject to the provisions of this act. The board of school directors of any school district may admit to the schools of the district, with or without the payment of tuition, any nonresident child temporarily residing in the district, and may require the attendance of such nonresident child in the same manner and on the same conditions as it requires the attendance of a resident child. (See Section 1304 for age of beginners on admission as amended August 17, 1951.)

Section 1302. Residence and Right to Free School Privileges.—A child shall be considered a resident of the school district in which his parents or the guardian of his person resides. When a resident of any school district keeps in his home a child of school age, not his own, supporting the child gratis as if it were his own, such child shall be entitled to all free school privileges accorded to resident school children of the district, including the right to attend the public high school maintained in such district or in other districts in the same manner as though such child were in fact a resident school child of the district, and shall be subject to all the requirements placed upon resident school children of the district. Before accepting such child as a pupil, the board of school directors of the district may require such resident to file with the secretary of the board a sworn statement that he is a resident of the district, that he is supporting the child gratis, that he will assume all personal obligations for the child relative to school requirements, and that he intends to so keep and support the child continuously and not merely through the school term.

Section 1303. Vaccination Required; Penalty.—(a) It shall be the duty of all school directors, superintendents, principals, or other persons in charge of any public, private, parochial, or other school, to refuse the admission of any child to any of said schools under their charge or supervision, except upon a certificate signed by a physician, setting forth that such child has been vaccinated and that a subsequent examination reveals a resulting cicatrix indicating successful vaccination, or that vaccination has been performed according to the rules and regulations promulgated by the Secretary of Health, with the sanction and advice

of the Advisory Health Board, or that the child has previously had smallpox. All certificates of vaccination shall be issued in accordance with the rules and regulations promulgated by the Secretary of Health with the sanction and advice of the Advisory Health Board.

(b) Any person who shall fail, neglect, or refuse to comply with, or who shall violate, any of the provisions or requirements of this section, shall, for every such offense, upon summary conviction thereof, be sentenced to pay a fine of not less than five dollars ($5) nor more than one hundred dollars ($100), and in default thereof, to undergo an imprisonment in the jail of the proper county for a period not exceeding sixty (60) days. All such fines shall be paid into the treasury of the school district.

Section 1304. Admission of Beginners.—The admission of beginners to the public schools shall be confined to the first two weeks of the annual school term in districts operating on an annual promotion basis, and to the first two weeks of either the first or the second semester of the school term in districts operating on a semiannual promotion basis. Admission shall be limited to beginners who have attained the age of five years and seven months before the first day of September if they are to be admitted in the fall, and to those who have attained the age of five years and seven months before the first day of February if they are to be admitted at the beginning of the second semester. A beginner who is less than five years and seven months of age but who has attained a mental age of six years may be admitted when such admission is recommended by the county supervisor of special education or by a properly certificated public school psychologist. The school may refuse to accept or retain beginners who have not attained a mental age of five years, as determined by the county supervisor of special education, or a properly certificated public school psychologist, in accordance with rules and regulations established by the State Council of Education.

The term "beginners," as used in this section, shall mean any child that should enter the lowest grade of the primary school or the lowest primary class above the kindergarten level. (Amended August 17, 1951, P.L. 1295.)

Section1305. Nonresident Child Placed in Home of Resident.—(a) When a nonresident child is placed in the home of a resident of any school district by order of court or by arrangement with an association, agency, or institution having the care of neglected and dependent children, such resident being compensated for keeping the child, any child of school age so placed shall be entitled to all free school privileges accorded to resident school children of the district, including the right to attend the public high school maintained in such district or in other districts in the same manner as though such child were in fact a resident school child of the district.

The school district may not be required to accept such children in its schools when their acceptance would involve additional provisions for transportation by the district, or would require the district to provide additional teachers or rooms, at an expense greater than the amount of reimbursement paid to the district by the State on account of the instruction of such children.

(b) Any resident of any school district, before accepting custody of a nonresident child of school age for compensation by order of court or by arrangement with an association, agency, or institution having the care of dependent or neglected children, must secure, from the superintendent of schools, supervising principal, or school board in that district, a statement in writing that the child can be accommodated in the schools of the district or that the child can not be accommodated and the reasons therefor. If such statements are not furnished within two weeks after a request in writing has been made to the board's secretary, the supervising principal, or the superintendent of schools, the board's assent shall be assumed, and the child shall be admitted to the schools of the district as a pupil. If such statement sets forth conditions such as to exempt the district under this section from accepting the child as a pupil, and if such exemption is not disapproved on appeal by the Superintendent of Public Instruction, and if other ar-

rangement for the child's schooling satisfactory to the county or district superintendent is not made, the child may not be placed in the district.

Appeal from the claim of any school district for exemption, as provided in this section, may be taken to the Superintendent of Public Instruction, and his decision thereon after investigation shall be final.

Section 1306. Nonresident Inmates of Children's Institutions.—The board of school directors of any school district in which there is located any orphan asylum, home for the friendless, children's home, or other institution for the care or training of orphans or other children, shall permit any children who are inmates of such homes, but not legal residents in such district, to attend the public schools in said district, either with or without charge for tuition, textbooks, or school supplies, as the directors of the district in which such institution is located may determine.

Section 1307. Counties, Other Than Second Class, Responsible for Payment of Tuition.—In any county, other than a county of the second class, whenever any child is an inmate of an orphan asylum or home or a children's home or a home for the friendless or a private home or other institution for the care or training of orphans or other children, and the maintenance of such children is provided at the cost of the county or the county institution district wherein it is located, and such child attends the public schools of the school district wherein such home or institution is located, although not a legal resident of such district, the county shall in all such cases pay to such school district the tuition charge provided for by this act in the case of pupils attending public schools of another district. Such costs shall be paid annually by the county and shall thereafter be collected by the county from the school district in which such child is a legal resident.

Section 1308. Liability for Tuition and Enforcement of Payment.—In all cases not covered by the preceding section, if a charge is made by any school district for tuition for the inmates of any such institution, the officers of the institution shall submit to the board of school directors a sworn statement, setting forth the names, ages, and school districts liable for tuition of all children who are inmates thereof, and desire to attend public school in the district, together with a blank acknowledging or disclaiming residence, signed by the secretary of the school district in which the institution declares the legal residence of the child to be. If said district shall fail to file said blank with said institution within fifteen (15) days from the date it is sent to the district by the institution by registered mail, the institution shall again notify the district of its failure to comply with the provisions of this act. If the district shall fail to comply within fifteen (15) days following the second notice, said failures to return the blank shall be construed as an acknowledgment of said child's residence. The tuition of such inmates as are included in the sworn statement to the board of school directors shall be withheld by the Superintendent of Public Instruction from any moneys due to the district liable for said tuition upon receipt of a sworn statement setting forth the names, ages, tuition charges, and school district liable for tuition of said inmates. All money thus withheld shall be paid by him to the district entitled to receive the same. The district so charged with tuition may file an appeal with the Superintendent of Public Instruction, in which it shall be the complainant, and the institution the respondent. The decision of the Superintendent of Public Instruction, as to which of said parties is responsible for tuition, shall be final.

If any inmates have been received from outside of Pennsylvania, or if the institution cannot certify as to their residence, their tuition shall be paid by the institution having the care or custody of said children. If the Superintendent of Public Instruction decides that the legal residence of any of said inmates is in Pennsylvania, but cannot be fixed in a particular district, the Commonwealth shall pay the tuition of such inmate out of moneys appropriated to the Department of Public Instruction by the General Assembly for the maintenance and support of the public schools of the Commonwealth.

Section 1309. Cost of Tuition; How Fixed.—The cost of tuition in such cases shall be fixed as is now provided by law for tuition costs in other cases, except where, for the accommodation of such children, it shall be necessary to provide a separate school or to erect additional school buildings, in which cases the charge for tuition for such children may include a proportionate cost of the operating expenses, rental, and interest on any investment required to be made in erecting such new school buildings. The tuition herein provided for shall be paid annually by the Superintendent of Public Instruction or the institution as the case may be.

Section 1310. Assignment of Pupils to Schools.—The board of school directors of every school district shall, for the purpose of designating the schools to be attended by the several pupils in the district, subdivide the district in such manner that all the pupils in the district shall be assigned to, and reasonably accommodated in, one of the public schools in the district. The board of school directors may, upon cause shown, permit any pupil or pupils in any school district to attend such other school in the district as the board may deem proper, or may classify and assign the pupils in the district to any school or schools therein as it may deem best, in order to properly educate them. Whenever any child or children of compulsory school age have their residence more than two (2) miles by the nearest public highway from the school within the district to which they have been assigned, and free transportation for such child or children to a school within the district is not provided, and there is a school in session in some other district in the Commonwealth within two (2) miles by the nearest public highway of the residence of such child or children, the board of school directors shall, with the consent of the board of school directors of such other district, reassign such child or children to such school in the other district, and shall pay to said district the tuition charge provided for by this act. This provision shall include in like manner assignment to high schools in the case of pupils of compulsory school age who are qualified to be enrolled in such high schools. It shall be unlawful for any school director, superintendent, or teacher to make any distinction whatever, on account of, or by reason of, the race or color of any pupil or scholar who may be in attendance upon, or seeking admission to, any public school maintained wholly or in part under the school laws of the Commonwealth.

Section 1311. Closing Schools.—(a) The board of school directors of any school district may, on account of the small number of pupils in attendance, or the condition of the then existing school building, or for the purpose of better gradation and classification, or other reasons, close any one or more of the public schools in its district. Upon such school or schools being closed, the pupils who belong to the same shall be assigned to other schools, or upon cause shown, be permitted to attend schools in other districts.

(b) Whenever the average term attendance of pupils regularly enrolled at any one-room school in any school district of the fourth class or in any district of the third class, which is located wholly within the boundary lines of a township, is ten (10), or less than ten (10), the board of school directors shall close such school. If the board of school directors does not deem it feasible to close such school, it may present its petition to the State Council of Education, showing the reasons why such school should not be closed. Thereupon the State Council of Education shall consider such petition, and shall make such order as may seem just in the premises. If any school has been closed because the average term attendance of pupils enrolled was ten (10), or less than ten (10), and has been reopened upon order of the State Council of Education, and the average term attendance is twelve (12), or more, after such reopening, such school shall be considered re-established.

Section 1312. Free Transportation Where Schools Closed in Certain Districts.—In any district of the fourth class or any district of the third class, which is located wholly within the boundary lines of a township, or within the boundary lines of a borough which has a population of less than five hundred (500) inhabitants to the square mile, elementary school pupils who reside within that part of the school district last served by any elementary school closed since the first

Monday of July, one thousand nine hundred seven, or within a district all of whose schools have been closed, or who are assigned to a training school of a State teachers college, and reside one and one-half miles or more from the school to which they are assigned, shall be furnished proper transportation, at the expense of the district, to and from the elementary school to which they are assigned.

Section 1313. Attendance in Other Districts.—Where any pupil in any school district resides one and one-half miles, or more, by the public road, from the nearest public elementary school in the district, such pupil, unless proper free transportation is furnished to a suitable school in the district, may attend any public elementary school in another school district more convenient of access, on obtaining the consent of the board of school directors of such other school district, and without the consent of the board of school directors of the district where such pupil resides. The district where such pupil resides shall promptly pay, to the district where such pupil attends, the tuition charge provided for by this act. The board of school directors of any district may, on account of convenience of access, or other reasons, permit any pupils to attend the schools of another district.

Section 1314. Attendance in District to Which Territory of Residence Formerly Attached.—All pupils residing in any territory belonging to any school district established by the act, approved the eighteenth day of May, one thousand nine hundred eleven (Pamphlet Laws 309), which territory at the time of the approval of said act was attached to another school district for school purposes, may, if they so desire, attend during the entire school term of each year the public schools in the district to which the territory in which they reside was formerly attached. The district in which they reside shall pay to the district in which they attend the tuition charge provided for by this act: Provided, That if the school district in which such pupils now reside has or shall hereafter, by the establishment of new schools or otherwise, provide within reasonable distance proper school facilities of like grades to those in the district to which they were formerly attached, then in any such case, such pupils shall attend the schools in the district in which they reside. In case of dispute, the decision of the Superintendent of Public Instruction as to sufficiency and reasonableness of the school facilities provided by the school district in which such pupils reside shall be final.

Section 1315. Assignment to School in Another State; Receiving Pupils from Other States.—Where any child of school age in any school district resides one and one-half miles or more by the nearest traveled road from the nearest public elementary school or three miles or more from the nearest high school in the district, such child unless proper free transportation is furnished to a suitable school in this Commonwealth may on request of his parents or legal guardian be assigned by the board of school directors to a more convenient school in another state: Provided, That the consent of the proper school officials in charge of such school in another state to such an arrangement is permitted by the laws of such state and is agreed to by such officials. The tuition of any such pupil attending a school in another state may be paid by the board of school directors of the district in which he is a resident, as in the case of a pupil attending a public school in this Commonwealth in a district in which he is not a resident.

The board of school directors in any school district situate adjacent to another state may admit to the public schools in such district pupils resident in such other state and may receive tuition for such pupils, as in the case of pupils admitted from other districts in this Commonwealth.

Section 1316. Permitting Attendance of Nonresident Pupils.—The board of school directors of any school district may permit any nonresident pupils to attend the public schools in its district upon such terms as it may determine, subject to the provisions of this act.

Section 1317. Authority of Teachers Over Pupils.—Every teacher in the public schools shall have the right to exercise the same authority as to conduct and be-

havior over the pupils attending his school, during the time they are in attendance, including the time required in going to and from their homes, as the parents, guardians or persons in parental relation to such pupils may exercise over them.

Section 1318. Suspension and Expulsion of Pupils.—Every principal or teacher in charge of a public school may temporarily suspend any pupil on account of disobedience or misconduct, and any principal or teacher suspending any pupil shall promptly notify the district superintendent, supervising principal, or secretary of the board of school directors. The board may, after a proper hearing, suspend such child for such time as it may determine, or may permanently expel him. Such hearings, suspension, or expulsion may be delegated to a duly authorized committee of the board.

Section 1326. Definitions.—The term "compulsory school age," as hereinafter used, shall mean the period of a child's life from the time the child's parents elect to have the child enter school, which shall be not later than at the age of eight (8) years, until the age of seventeen (17) years. The term shall not include any child who holds a certificate of graduation from a regularly accredited senior high school.

The term "migratory child," wherever used in this subdivision of this article, shall include any child domiciled temporarily in any school district for the purpose of seasonal employment, but not acquiring residence therein, and any child accompanying his parent or guardian who is so domiciled.

Section 1327. Compulsory School Attendance.—Every child of compulsory school age having a legal residence in this Commonwealth, as provided in this article, and every migratory child of compulsory school age, is required to attend a day school in which the subjects and activities prescribed by the State Council of Education are taught in the English language. Every parent, guardian, or other person having control or charge of any child or children of compulsory school age is required to send such child or children to a day school in which the subjects and activities prescribed by the State Council of Education are taught in the English language. Such child or children shall attend such school continuously through the entire term, during which the public schools in their respective districts shall be in session, or in cases of migratory children during the time the schools are in session in the districts in which such children are temporarily domiciled. The financial responsibility for the education of such migratory children shall remain with the school district in which such migratory children are temporarily domiciled. The certificate of any principal or teacher of a private school, or of any institution for the education of children, in which the subjects and activities prescribed by the State Council of Education are taught in the English language, setting forth that the work of said school is in compliance with the provisions of this act, shall be sufficient and satisfactory evidence thereof. Regular daily instruction in the English language, for the time herein required, by a properly qualified private tutor, shall be considered as complying with the provisions of this section, if such instruction is satisfactory to the proper county or district superintendent of schools.

Section 1328. Compulsory Education of Physical Defectives.—Every parent, guardian, or other person, having control or charge of any child of compulsory school age who is deaf or blind, or is so crippled, or whose hearing or vision is so defective as to make it impracticable to have such child educated in the public schools of the district in which he is a resident, shall allow such child to be sent to some school where proper provision is made for the education of the deaf, or of the blind, or of crippled children, or shall provide for the tuition of such child by a legally certified private tutor.

Section 1329. Excuses from Attending School.—The board of school directors of any school district may, upon satisfactory evidence being furnished to it, showing that any child or children are prevented from attending school, or from application to study, on account of any mental, physical, or other urgent reasons,

excuse such child or children from attending school as required by the provisions of this act, but the term "urgent reasons" shall be strictly construed and shall not permit of irregular attendance. In every such case, such action by the board of school directors shall not be final until the approval of the Department of Public Instruction has been obtained. Every principal or teacher in any public, private, or other school may, for reasons enumerated above, excuse any child for non-attendance during temporary periods.

Section 1330. Exceptions to Compulsory Attendance.—The provisions of this act requiring regular attendance shall not apply to any child who—

(1) Has attained the age of sixteen (16) years, and who is regularly engaged in any useful and lawful employment or service during the time the public schools are in session, and who holds an employment certificate issued according to law;

(2) Has been examined by an approved mental clinic or by a person certified as a public school psychologist or psychological examiner, and has been found to be unable to profit from further public school attendance, and who has been reported to the board of school directors and excused, in accordance with regulations prescribed by the State Council of Education;

(3) Has attained the age of fifteen (15) years and is engaged in farm work or domestic service in a private home on a permit issued by the school board or the designated school official of the school district of the child's residence, in accordance with regulations which the Superintendent of Public Instruction is hereby authorized to prescribe;

(4) Has attained the age of fourteen (14) years and is engaged in farm work or domestic service in a private home on a permit issued as provided in clause (3) of this section, and who has satisfactorily completed, either in public or private schools, the equivalent of the highest grade of the elementary school organization prevailing in the public schools of the district in which he resides, if the issuance of such a permit has first been recommended by the county or district superintendent of schools having supervision of the schools of the district where such child resides, or by the principal of the private school where such child is enrolled, and the reason therefor has been approved by the Superintendent of Public Instruction;

(5) Except in districts of the fourth class and those of the third class located wholly within the boundary lines of a township, or within the boundary lines of a borough which has a population of less than five hundred (500) inhabitants to the square mile, resides two miles or more by the nearest public highway from any public school in session and no proper free transportation is furnished to such child to and from school.

Section 1331. Free Transportation or Board and Lodging.—In case there is no public school with the proper grades in session within two miles by the shortest public highway of the residence of any child in a school district of the fourth class, or in a township which is a school district of the third class, or in a borough which has a population of less than five hundred (500) inhabitants to the square mile and which is a school district of the third class, such child shall be furnished proper transportation at the expense of the school district to and from a school with the proper grades. When it is not feasible to provide such transportation, the board of school directors may, in lieu thereof, with the approval of the Department of Public Instruction, pay for suitable board and lodging for any such child.

Section 1332. Reports of Enrollment; Attendance and Withdrawals; Public and Private Schools.—Every principal or teacher in every public school, and every principal, teacher or tutor in every school other than a public school, and in every institution for children, and every private teacher in every school district, shall, immediately after their admission to such school or institution, or at the beginning of such private teaching, furnish to the district superintendents, supervising principals, attendance officers, home and school visitors, or secretaries of the boards of school directors of the districts wherein the parents or guardians of such children reside, lists of the names and residences of all children between six (6) and eighteen

(18) years of age enrolled in such school or institution, or taught by such private teacher; and shall further report at once to such district superintendent, supervising principal, or secretary of the board of school directors, the name and date of withdrawal of any such pupil withdrawing from any such school or institution, or from such private instruction, if such withdrawal occurs during the period of compulsory attendance in said district. Every principal or teacher in a school other than a public school, and every private teacher, shall also report at once to the superintendent, supervising principal, attendance officer, home and school visitor, or secretary of the board of school directors of the district, any such child who has been absent three (3) days, or their equivalent, during the term of compulsory attendance, without lawful excuse.

Section 1333. Penalties for Violation of Compulsory Attendance Requirements.—Every parent, guardian, or person in parental relation, having control or charge of any child or children of compulsory school age, who shall fail to comply with the provisions of this act regarding compulsory attendance, shall on summary conviction thereof, be sentenced to pay a fine, for the benefit of the school district in which such offending person resides, not exceeding two dollars ($2) for the first offense, and not exceeding five dollars ($5) for each succeeding offense, together with costs, and, in default of the payment of such fine and costs by the person so offending, shall be sentenced to the county jail for a period not exceeding five (5) days. Any person sentenced to pay any such fine may, at any time within five (5) days thereafter, appeal to the court of quarter sessions of the proper county, upon entering into a recognizance, with one or more proper sureties, in double the amount of penalty and costs. Before any proceedings are instituted against any parent, guardian, or person in parental relation, for failure to comply with the provisions of this act, the district superintendent, supervising principal, attendance officer, or secretary of the board of school directors, shall give the offending person three (3) days' written notice of such violation. If, after such notice has been given, the provisions of this act regarding compulsory attendance are again violated by the persons so notified, at any time during the term of compulsory attendance, such person, so again offending, shall be liable under the provisions of this section without further notice.

Section 1334. Children Lacking Clothing or Food.—Whenever the board of school directors, or the attendance officer, home and school visitor, superintendent, supervising principal, or secretary of any board of school directors, ascertains that any child of compulsory school age, who is by the provisions of this act required to attend the public schools in the district over which such board of school directors has control, is unable to do so, on account of lack of necessary clothing or food, such case shall be promptly reported to any suitable relief agency operating in the school district, or, if there is no such suitable relief agency to which the case can be referred, it shall be reported to the proper county board of assistance for investigation and relief.

Section 1338. Delinquent Children.—In case any child of compulsory school age cannot be kept in school in compliance with the provisions of this act, on account of incorrigibility, truancy, insubordination, or other bad conduct, or if the presence of any child attending school is detrimental to the welfare of such school, on account of incorrigibility, truancy, insubordination, or other bad conduct, the board of school directors may, by its superintendent, supervising principal, secretary, or attendance officer, under such rules and regulations as the board may adopt, proceed against said child before the juvenile court, or otherwise, as is now or may hereafter be provided by law for incorrigible, truant, insubordinate, or delinquent children.

NOTE: For proceedings in juvenile courts see Act of June 2, 1933, P. L. 1433 and Act of June 3, 1933, P.L. 1449, and their amendments.

Section 1339. Reports to Superintendent of Public Instruction.—Every school district shall report to the Superintendent of Public Instruction upon the enforcement of the provisions for compulsory attendance and the cost thereof, in such detail as said Superintendent of Public Instruction shall request.

Section 1341. Duty to Employ Attendance Officers and Home and School Visitors; Power of Arrest; Certification.—The board of school directors of every school district of the first, second, or third class, shall, and in any school district of the fourth class may, employ one or more persons to be known as attendance officers, or home and school visitors, whose duties shall be to enforce the provisions of this act regarding compulsory attendance. Such attendance officers, or home and school visitors, shall, in addition to the duties imposed upon them by the provisions of this act, have full police power without warrant, and may arrest or apprehend any child who fails to attend school in compliance with the provisions of this act, or who is incorrigible, insubordinate, or disorderly during attendance at school or on his way to or from school. All home and school visitors shall be legally certified as such by the Department of Public Instruction, upon meeting such requirements as shall be prescribed by the State Council of Education.

Any two or more school districts may join in the appointment of an attendance officer on such terms as they may mutually agree upon.

Section 1343. Arrest of Children Failing to Attend School.—When an attendance officer arrests or apprehends any child who fails to attend school as required by the provisions of this act, he shall promptly notify the parents, guardian, or person in parental relation to such child, if such person can be found in the district, and unless requested by such parent, guardian, or person in parental relation to place said child in a school other than public school, he shall place said child in the public school in which the child is, or should be, enrolled.

Section 1344. Inspecting Places Where Children Are Employed.—Attendance officers shall have full power and authority to enter, during business hours, any place where any children are employed, to ascertain whether or not any child is engaged therein that should attend school as herein provided, and such attendance officer shall have the right to demand and inspect the employment certificate of any child engaged therein.

Section 1345. Penalty for Interfering with Inspections.—Any officer, director, superintendent, manager, employe, or other person, at any place where any child of compulsory school age is engaged, who refuses to permit, or in any way interferes with, the entrance therein of the attendance officer, any member of the board of school directors, the secretary thereof, the district superintendent, or supervising principal of any school district, as provided for in this act, shall, on summary conviction thereof, be sentenced to pay a fine of not less than five dollars ($5) or more than twenty-five dollars ($25), and in default thereof he may be sentenced to imprisonment not exceeding thirty (30) days. Any person sentenced to pay any such fine may, upon giving proper surety in double the amount of penalty and costs, at any time within five (5) days thereafter, appeal to the court of quarter sessions of the proper county.

Section 1351. Enumeration of School Children.—The board of public education in school districts of the first class where an adequate continuing school census is maintained shall, between March first and September first, once in three years, commencing with the year one thousand nine hundred fifty-one, and the board of school directors in every school district of the second, third and fourth class shall between March first and September first of each year, cause to be made by the attendance officers, teachers, or other persons employed for this purpose, a careful, correct, and accurate enumeration, on census cards provided by the district, at the expense of the district, or in a substantial book or books provided by the Superintendent of Public Instruction, at the expense of the State, for that purpose, of all the children between the ages of six (6) and eighteen (18) years within their district, giving the full name, date of birth, age, sex, nationality, place of residence in such school district, name and address of parent or persons in parental relation, the name and location of the school where the child is enrolled or belongs, and the name and address of the employer of any child under eighteen (18) years of age who is engaged in any regular employment or service. Such enumeration shall be made by careful inquiry at the residence of each family in

the district. The person making such enumeration, upon completion thereof, shall make a proper oath or affirmation as to its correctness. Such enumeration shall also include the names and addresses of all persons, firms, or corporations, employing or accepting service from children under eighteen (18) years of age. The board of school directors in any school district shall have authority to cause to be made an enumeration of all minors residing within the district, and the Superintendent of Public Instruction may, at his discretion, require such enumeration. . . .

Section 1352. List of Names for Schools; Statistics for Superintendent of Public Instruction.—The secretary of each board of school directors, or such other person as is directed by the board, shall, at or before the opening of the school term, furnish to the principal or teacher of each school a correct list of the names and residences of all children, assigned to such school, who are subject to the provisions of this act. The secretary or other person shall also forward, on or before the first day of October of each year, to the county or district superintendent, to be by him forwarded, on or before the first day of November of each year, to the Superintendent of Public Instruction, a summary of such statistics regarding the children in each district, as is required by the Superintendent of Public Instruction, on blanks provided by him for that purpose.

Section 1353. Cost of Enumeration; Additional Names and Information.—The cost and expense of making a proper enumeration of the children of each school district, as herein provided, shall be paid per diem, or by the name, or in such other manner as the board of school directors may deem proper, out of the funds of the district. The attendance officer, the district superintendent, supervising principal, or the secretary of the board of school directors, shall have the power to add to this enumeration the names of any children whose names do not appear thereon, together with other information required by this act.

Section 1354. Report of Children Not Enrolling, or Withdrawing, or Being Illegally Absent.—It shall be the duty of every principal or teacher of a public school to report immediately to the attendance officer, district superintendent, supervising principal, or secretary of the board of school directors, the names of all children in the list furnished to him who have not appeared for enrollment, and he shall also properly report, from time to time, to the attendance officer, district superintendent, supervising principal, or secretary of the board of school directors, the names of all children who having enrolled have subsequently withdrawn from school, or who have been absent three (3) days, or their equivalent, without lawful excuse. Such person shall thereupon serve upon the parent, guardian, or other person in parental relation to such children unlawfully absent from school, the written notice hereinbefore provided, and if it shall appear that, within three (3) days thereafter, any child, parent, guardian, or other person in parental relation shall have failed to comply with the provisions of this act, the superintendent, supervising principal, attendance officer, or secretary of the board of school directors, in the name of the school district, shall proceed against the person so offending, in accordance with the provisions of this act.

Section 1355. Penalty for Failure to Comply.—Any district superintendent, supervising principal, secretary of the board of school directors, attendance officer, or teacher of any public or private school, or any private teacher, or any principal or teacher in any institution for children, who wilfully refuses or neglects to comply with the provisions of this act, shall be liable for and pay a penalty, for the use of the school district, not exceeding twenty-five dollars ($25) and costs, and, in default of payment thereof, may be committed to the county jail for a period not exceeding thirty (30) days. Such penalty may be recovered by, and in the name of, any school district, as like penalties are now collected by law. Any such superintendent, supervising principal, secretary, attendance officer, or teacher, upon whom a fine is imposed, may, at any time within five (5) days thereafter, appeal to the court of quarter sessions in the proper county, on furnishing proper bail, with one (1) surety, in double the amount of such penalty and costs.

Section 1356. Costs of Proceeding for Noncompliance.—If at any time after proceedings have been instituted against any person under the provisions of this act, sufficient cause is shown by such offending person for noncompliance with its requirements, or, if the cost of such proceedings cannot be collected from such offending person, such costs may be paid out of the district funds, upon proper voucher approved by the board of school directors.

Section 1357. Withholding State Appropriation.—The Superintendent of Public Instruction upon due hearing, after two (2) weeks' written notice to the board of school directors affected, may withhold and declare forfeited any part, or all, of the State appropriation of any school district which refuses or neglects to comply with and to enforce the provisions of this article in the manner satisfactory to him.

Section 1361. Transportation of Pupils.—The board of school directors in any school district may, out of the funds of the district, provide for the free transportation of any resident pupil to and from the public schools and to and from any points in the Commonwealth in order to provide tours for any purpose connected with the educational pursuits of the pupils. They shall provide such transportation whenever so required by any of the provisions of this act or of any other act of Assembly.

Section 1366. Computation of Distances.—Where, by the terms of this act, or any other act, any distance is specified between the residence of any pupil and any public school to be attended by him, or any transportation is provided for within or beyond any particular distance, in computing such distance no allowance shall be made for the distance that the dwelling house of the pupil is situated off the public highway. All such distances shall be computed by the public highway from the nearest point where a private way or private road connects the dwelling house of the pupil with the highway to the nearest point where said highway touches the school grounds of the school to which the pupil has been assigned.

Section 1367. Board and Lodging in Lieu of Transportation.—Whenever the board of school directors in any fourth class district or any district of the third class which is in a township agrees to or is required to provide transportation for any pupils, such board of school directors may, upon petition of the parent, guardian, or person in parental relation to any of said pupils, in lieu of providing such transportation, pay for suitable board and lodging for such pupils, if such board and lodging is secured in the home of a near relative of the pupil or in a proper school or home approved by the person making the petition.

Section 1371. Reports of Mentally or Physically Handicapped Children. — It shall be the duty of the secretary of the school board, teachers, school enumerators, home and school visitors, and attendance officers, in every school district, in accordance with rules of procedure prescribed by the Superintendent of Public Instruction, to secure information and report to the district or county superintendent of schools, on or before the fifteenth day of October of each year, and thereafter as cases arise, every child of compulsory school age within said district who, because of apparent exceptional physical or mental condition, is not being properly educated and trained. As soon thereafter as possible the child shall be examined by a mental clinic, approved by the State Council of Education, or by a person certified by the Department of Public Instruction as a public school psychologist or psychological examiner, and also by any other expert which the type of class and the child's condition may necessitate. A report shall be made concerning his fitness for special education. In school districts of the first, second, and third class, having a district superintendent of schools, the report shall be made to the superintendent of the district. In all other districts, the report shall be made to the county superintendent of schools.

Section 1372. Special Classes or Schools or Other Provision for Education.—The county or district superintendent of schools shall submit to the board or boards of school directors plans for establishing and maintaining special classes in the public schools or special public schools for the proper education and

training of all such children reported to him as fit subjects for special education and training. Except as herein otherwise provided, it shall be the duty of the board of directors of any district having such children to provide and maintain, or to jointly provide and maintain with neighboring districts, such special classes or schools. The State Superintendent of Public Instruction shall superintend the organization of such special classes and such other arrangements for special education, and shall enforce the provisions of this act relating thereto. If it is not feasible to form a special class with a minimum attendance of ten (10) children in any district, or if, for any other reason it is not feasible to provide such education for any such child in the public schools of the district, the board of school directors of the district shall, except as herein otherwise provided, unless approved provision for the education of such child is made by the parents or guardian, secure such proper education.

Section 1373. State Reimbursement; Reports.—School districts maintaining special classes in the public schools or special public schools or providing special education, as specified in this subdivision of this article, shall receive reimbursement, as provided by this act, so long as such classes, such schools, and such special education are approved by the State Council of Education as to location, constitution and size of classes, conditions of admission and discharge of pupils, equipment, courses of study, methods of instruction, and qualifications of teachers.

On or before the first day of November of each year, the secretary of the board of school directors in each district in which special education for physically or mentally handicapped children is provided shall make such reports as may be required by the Department of Public Instruction, in regard to such special education being maintained for the current school year for which the approval of the State Council of Education is desired.

Section 1375. Uneducable Children Provided for By Department of Welfare. —The State Council of Education shall establish regulations for temporary or permanent exclusion from the public school of children who are found to be uneducable and untrainable in the public schools. Any child who is reported by a person who is certified as a public school psychologist as being uneducable and untrainable in the public schools, may be reported by the board of school directors to the Superintendent of Public Instruction and when approved by him, in accordance with the regulations of the State Council of Education, shall be certified to the Department of Welfare as a child who is uneducable and untrainable in the public schools. When a child is thus certified, the public schools shall be relieved of the obligation of providing education or training for such child. The Department of Welfare shall thereupon arrange for the care, training, and supervision of such child in a manner not inconsistent with the laws governing mentally defective individuals.

Section 1380. Education of Blind Children Under Eight Years. — The State Council of Education is authorized to educate blind children, residing in this Commonwealth, under the age of eight (8) years, whenever, from any cause, the parent or parents thereof may be unable properly to educate them. With the written consent of the parents, parent, or nearest relative, if there be no parents, or the local authorities of the proper institution district, if there be neither parents nor relatives, the State Council of Education may contract with any nonsectarian institution in this State, or elsewhere, established for the education of the blind, whereby any such child may, at a cost not exceeding one dollar and fifty cents ($1.50) per day, to be paid by the Commonwealth, out of funds appropriated to the Department of Public Instruction for the education of blind children, be educated until it shall reach the age of eight (8) years. Such education may be continued beyond the age of eight (8) years, when, for physical, mental or other proper reasons, such child or children need special care for a longer period. The contract may be canceled and the child or children removed at any time by the State Council of Education. The provisions of this section shall not repeal or modify any existing acts relative to the education of the blind.

Section 1381. Higher Education for Blind or Deaf Students.—The Department of Public Instruction is authorized to make provision for defraying the necessary expense of any students who are blind or deaf and are regularly enrolled students pursuing any course of study, profession, art, or science in any university, college, conservatory of music, normal, professional, or vocational school approved by the Department of Public Instruction, and who are residents of the Commonwealth. Before any contract is entered into, the Department of Public Instruction shall make a careful investigation of all circumstances surrounding the case. If, after such investigation, it appears that any blind or deaf student who desires to attend any such school or institution, or who is attending such school or institution, seems to be fitted for special work, the Department of Public Instruction is authorized to expend the necessary amount, out of the general sum appropriated for this purpose, not to exceed five hundred dollars ($500) per year for each such blind or deaf student.

Section 1391. Employment of Children Under Eighteen Unlawful Without Employment Certificate or Permit.—No person, either for himself or for any firm, association, or corporation, shall, during the hours the public schools are is session, accept service from, engage, or employ any child under eighteen (18) years of age, unless such employer shall have on file an employment certificate, or farm or domestic service permit, issued according to law: Provided, That any male minor over sixteen (16) years of age employed in the distribution, sale, exposing or offering for sale of any newspaper, magazine, periodical or other publication, shall not be required to procure an employment certificate under this act. . . .

Section 1501. Minimum Numbers of Days; School Month.—All public elementary and secondary schools shall be kept open each year for at least one hundred eighty (180) days. Unless otherwise provided by this act, the board of school directors in any district may keep such other schools or departments as it may establish open during such time as it may direct.

Twenty days of actual teaching shall constitute a school month.

Section 1502. Days Schools Not To Be Kept Open.—No school shall be kept open on any Saturday for the purpose of ordinary instruction, except when Monday is fixed by the board of school directors as the weekly holiday, or on Sunday, Fourth of July, or Christmas, nor shall any school be kept open in any district during the time of holding the teachers' institute for such district.

Section 1503. Additional Holidays; Vacations.—The board of school directors in any district shall, by a majority vote, decide which other holidays may be observed by special exercises, and on which holidays, if any, the schools shall be closed during the whole or part of the day. The board of school directors may provide for such vacations in its district as it deems wise. No days on which the schools are closed shall be counted as days taught.

Section 1504. Dates and Times of School Terms and Sessions; Commencement.—The board of school directors of each school district shall fix the date of the beginning of the school term. Unless otherwise determined by the board, the daily session of school shall open at nine ante meridiem and close at four post meridiem, with an intermission of one hour at noon, and an intermission of fifteen minutes in the forenoon and in the afternoon.

The board of school directors may fix the date of the school commencement and shall pay such expenses in connection therewith as it may determine.

Section 1534. Monthly Reports to School Directors; Districts Second, Third, and Fourth Class.—In school districts of the second, third and fourth class every teacher employed in the public schools shall, at the end of each school month, or within five days thereafter, make a report for the past month to the board of school directors. Such reports shall state correctly the number of days the schools were kept open, and, if closed on any days, the reason therefor, the number, age, and sex to all pupils, and the number of days attended by each. Such reports shall be made on blank forms to be furnished the teachers by the board of school

directors. No teacher shall be paid more than one-half of his salary for the current month until such report is made. Such reports shall be filed with the secretary of the board, and shall at all times be open to inspection by the public. Any school principal may make such report for the entire school.

Section 1546. Release of Pupils for Religious Instruction.—Any board of school directors of any school district shall have power to enter into suitable arrangement with a religious group, or organization of responsible citizens resident in the school district, who are interested in organizing part-time weekday religious education for school pupils. In such cases the board of school directors shall have power to adopt such rules and regulations for the release from school sessions of those pupils whose parents, or surviving parent, or guardian, or other person having legal custody of such pupil, desires to have them attend a class to receive religious education, in accordance with their religious faith for not more than one hour a week, subject, however, to such conditions and the keeping of such records of attendance at such classes and other records for the inspection of school authorities as the board shall deem proper. No part of the cost and expense of such religious instruction shall be paid out of public school funds.

Section 1607. Attendance in Other Districts.—Pupils residing in a school district in which no public high school is maintained may attend, during the entire term, the nearest or most conveniently located high school of such class as they may desire to attend. Pupils who reside in a school district in which no public high school, other than a vocational high school is maintained, may attend, during the entire term, the nearest or most conveniently located academic high school. In any district which maintains a high school whose program of studies terminates before the end of the twelfth year, pupils who have satisfactorily completed the program of studies there available in other than vocational schools or departments, or have completed a program of studies equivalent to said program of studies in some other school or schools, may attend, at the expense of the school district in which they live, and for the purpose of pursuing academic studies of a higher grade, the nearest or most conveniently located high school of such type as they may desire to attend giving further high school work.

Section 1608. Requirements for Attendance in Other Districts.—Pupils wishing to attend a high school in a district other than the one in which they reside shall obtain the consent of the board of school directors of the district in which such high school is located before attending the same. Pupils desirous of having their tuition paid in a high school in another district, on account of having completed the program of studies in their own district, or its equivalent in some other school or schools, shall present to the board of their own district, and the board of the district in which they wish to attend, a certificate from the county superintendent who has jurisdiction over the district in which they live, that they have satisfactorily completed the equivalent of said program of studies. The board of school directors of the district in which any such pupil resides may, with the written approval of the county superintendent, enter into a written agreement with the receiving district for the attendance and tuition of the pupil without the necessity of the pupil taking the county examination. County superintendents are hereby authorized, and in the absence of an agreement dispensing with the necessity of an examination, they are required to examine such pupils, and to issue to them the necessary certificate . . . .

Section 1609. Attendance in Other District When Free Transportation Not Furnished.—If any child has completed the elementary course of study in the public schools of the district in which he resides, and resides three miles or more, by public road, from the nearest high school in the district, unless proper free transportation is furnished, he may attend any more convenient high school in another district, without the consent of the board of school directors of the district in which he resides, and the district in which he resides shall be liable to the district whose high school he attends for the tuition charge provided for in this act.

Section 1809. Attendance in Other Districts and Other States; Pupils from Other States.—(a) Any resident of any school district which does not maintain an approved vocational industrial, vocational agricultural, vocational homemaking, or vocational distributive occupational education day, part-time, or evening class, school or department, offering the type of training which he desires, may make application to the board of school directors of any other district for admission to such school or department maintained by said board. If the board refuses him admission, he may apply to the State Board for Vocational Education for admission to such school or department. The State Board for Vocational Education may approve or disapprove such application. In making such decision the State Board for Vocational Education shall take into consideration the opportunities for free vocational training in the community in which the applicant resides, the financial status of the community, the age, sex, preparation, aptitude, and previous record of the applicant, and all other relevant circumstances. The decision of the State Board for Vocational Education shall be final.

(b) Where any child of school age in any school district resides by the nearest traveled road three miles or more from the nearest vocational high school in any district in this Commonwealth, such child, unless proper free transportation is furnished to a suitable school in this Commonwealth, may, on request of his parents or legal guardian, be assigned by the board of school directors to a more convenient school in another state: Provided, That the consent of the proper school officials in charge of such school in another state to such an arrangement is permitted by the laws of such state, and is agreed to by such officials.

(c) The school district in which the person resides, who has been admitted, as above provided, to an approved vocational industrial, vocational agricultural, vocational homemaking, vocational high or vocational distributive occupational school or department maintained by another school district, shall pay the high school charge provided for by this act. If any school district neglects or refuses to pay for such tuition, it shall be liable therefor, in an action of contract, to the school district or school districts maintaining the school which the pupil, with the approval of the board, attended.

(d) The board of school directors in any school district in this Commonwealth, situate adjacent to another state, may admit to the vocational high school in such district pupils resident in such other state, and may receive tuition for such pupils as in the case of pupils admitted from other districts in this Commonwealth.

(3431) Law of Domicile Recognized.—It shall be unlawful for any child under sixteen years of age and not a resident of this Commonwealth to be employed or suffered or permitted to work in this Commonwealth in any factory or cannery, or in berry, fruit and vegetable raising and harvesting, during the time in which the laws of the state of his residence require his attendance at school: Provided, That in case of the lawful employment of such nonresident child during the summer vacation period, the employer may have fifteen days in which to discontinue the child's employment after the date at which the laws of the state of the child's residence require his return to school: And provided further, That this act shall not apply to children between the ages of fourteen and sixteen years who are qualified for such employment under the laws of the state of their residence, and who shall have complied with all the requirements of this act.

(3432) School Requirement Certificates.—Before a child under sixteen years of age, who is not a resident of this state, may be employed, permitted or suffered to work at any time in this state in any factory or cannery, or in any of the other employments specified in section one of this act, his employer shall have received a school requirement certificate, issued by the principal or superintendent of the school attended by such child or by the officer empowered to issue employment certificates for the school district of which such child is a resident, certifying the child's age, as recorded in the school records of the district of his residence or as established by such proofs as are required by law for the issuance of employment certificates, and the exact periods during which such child is required by the laws of his own state to attend school.

The employer shall in every case keep on file during the child's employment, accessible for inspection by any attendance officer or labor inspector of this State, the school requirement certificate of every such nonresident child employed by him.

It shall be the duty of every employer of such nonresident child to acknowledge, in writing, receipt of every school requirement certificate within three days after it has been received, and to return the certificate to the person who issued it within three days after termination of the child's employment by him.

It shall be the duty of every school principal of this State, and every person authorized by law to issue employment certificates, to execute, on request of any child under his jurisdiction seeking employment in another state or of the child's parent or guardian, a school requirement certificate, such as described in the first paragraph of this section, and send such certificate by mail to the proposed employer. There shall be no charge for this service other than the cost of postage.

(3501) Attending Motion Picture Theatres During School Hours.—Whoever, being the owner, proprietor, or lessee, or the agent of such owner, proprietor, or lessee, of any moving picture theatre, during the term of compulsory attendance of public schools as fixed by the board of school directors in any school district, and during the hours and upon the days such schools are in actual session, admits or permits entrance into such moving picture theatre of any child subject to compulsory school attendance laws, unless accompanied by a parent or other responsible adult, or unless such child presents a permit signed by the teacher of such child allowing such child to be absent from school during school hours and permitting admission to the moving picture theatre, shall, upon conviction in a summary proceeding, be sentenced to pay a fine not exceeding ten dollars ($10) for the first offense, and not exceeding twenty-five dollars ($25) for the second and every subsequent offense, and in default of the payment of such fine, and costs, shall be committeed to jail one (1) day for each dollar of fine and costs imposed. . . . . Amended, January 14, 1952.

(3515) School Register.—The registry of a public, private, parochial, Sunday, and other schools shall exhibit the names and residences of all children and persons excluded therefrom or readmitted thereto agreeably to the provisions of the regulations of the Department of Health and local health authorities or any act of Assembly; and said register shall be open at all times to the inspection of the city, borough, or township authorities or to the authorities of counties which have established a county department of health or joint-county department of health, and the Department of Health, and their respective officers and agents.

(3551) Schools for Juvenile Court Children.—The county commissioners of the several counties of this Commonwealth are hereby authorized and empowered to establish and maintain a school or schools for the care and education of children, under the jurisdiction of the courts of quarter sessions of the peace, or other courts, sitting as juvenile courts, whenever, in the opinion of the county commissioners or a majority of them, such school or schools are required in any county for the proper care and education of such children.

Suggestive Chart for Checking School Status of Children of Compulsory School Age

IN SCHOOL

School Census	*Public*	*Nonsectarian*	*Parochial*	*Total*

OUT OF SCHOOL

1.	Postponement of admission on account of mental age of five or less.	
2.	Will enter school sometime between six and eight years of age.	
3.	Absent due to physical disability and unable to pursue instruction.	
4.	Uneducable due to mental incapacity and at home.	
5.	In institutions due to mental or physical incapacity.	
6.	Employed between 16 and 18 on general employment certificate.	
7.	Employed between 14 and 17 on farm or domestic service exemption permit.	
8.	Have graduated from high school (twelfth grade) before age of 18.	
9.	Became 17 years of age and dropped out of school.	
10.	In an institution for incorrigibles by order of Juvenile Court.	

Total Children Accounted

FORMS

OFFICIAL FORMS USED IN CHILD ACCOUNTING

Title	*Form No.*
Enumeration of Children	PICA-1C
Assignment of Children	PICA-2C
Summary of Enumeration of Children	PICA-3C
School Attendance Register	PICA-4
Teacher's Monthly Attendance Report	PICA-7
Principal's Summary of Monthly Attendance Reports	PICA-8
Superintendent's or Supervising Principal's Summary of Monthly Attendance Reports	PICA-9
Teacher's Annual Attendance Report	PICA-10
Principal's Summary of Annual Attendance Reports	PICA-12
Superintendent's or Supervising Principal's Summary of Annual Attendance Reports	PICA-13
Transfer Card	PICA-23
Promise of Vacation Employment	PICA-26
Affidavit of Age and Physician's Certificate	PICA-30
Vacation Employment Certificate	PICA-31
Promise of Employment	PICA-32
Temporary General Employment Certificate	PICA-35
General Employment Certificate	PICA-36
Emergency Permit—Farm Work or Domestic Service in Private Homes	PICA-37
Exemption Permit—Farm Work or Domestic Service in Private Homes	PICA-39
Employer's Report to School District of Employed Minors	PICA-45
Employment Certificate and Permit Report	PICA-46
Age Certificate	PICA-47AC
Excusal from Public School—Grounds of Mental Incapacity	PICA-57
Report of Children Sixteen Years of Age Permanently Excused on Basis of Mental Incapacity	PICA-58
Report to the Department of Welfare Concerning an Uneducable Child	PISE-7
Special Report on Exceptional Physically Handicapped Child of School Age	Form 98

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SCHOOL CONFERENCE

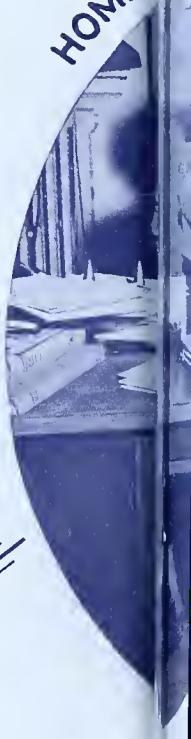
PRINCIPAL

COUNSELOR

NURSE

VISITOR

HOME A



JUVENILE COURT AND PROBATION CONFERENCE

PROBATION OFFICER

JUVENILE

PARENT

VISITOR

PUPIL

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HOME AN

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THE
AREAS
HE
OOL VISITOR

PHOTOS HARRISBURG SCHOOL DISTRICT